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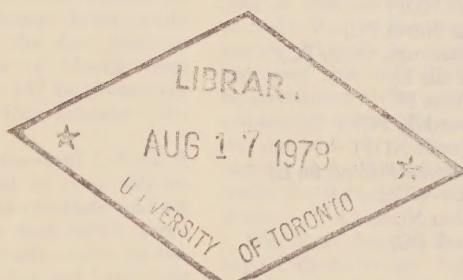
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# Legislature of Ontario Debates

Official Report (Hansard)  
Daily Edition

3/ **Social Development Committee**

Estimates, Social Development Policy

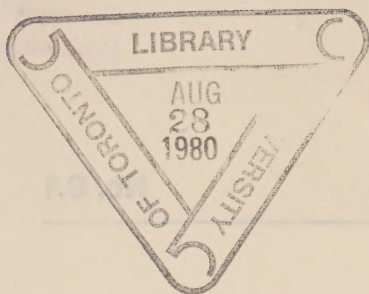


**First Session, 31st Parliament**

Tuesday, June 28, 1977

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC



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## LEGISLATURE OF ONTARIO

TUESDAY, JUNE 28, 1977

The committee met at 8 p.m.

### ESTIMATES, SOCIAL DEVELOPMENT POLICY (concluded from April 27, 1977)

On vote 2601; items 1, 2 and 3:

**Mr. McClellan:** May I ask how many hours we have left?

**Mr. Chairman:** We have 4.4 hours.

**Mr. Kerrio:** Mr. Chairman, if I may start I would like to address myself to the overall functions of the ministry in regard to the relationship of the various ministries that come under the umbrella of the secretariat. I'm quite concerned about priorities from one ministry to the other, and if I may relate my concern, it has to do with a youth development centre in the Niagara Peninsula. It has been needed for a good long time and some measure of direction has been addressed by the Ministry of Community and Social Services, I imagine, and some from Health as well, but there is some change being made there now. I imagine in the first instance it was with the Minister of Health (Mr. Timbrell) and very possibly will be given over to Social Services under that minister (Mr. Norton).

The point I want to make—and I think it is a significant one—is that in your role to oversee various ministries to correlate and set priorities, my criticism is that while there was a great need for a youth centre in the Niagara area it was somewhat put back over the past 18 months to two years because of lack of funds. There have been some federal funds made available, LIP money, there has been some \$50,000 of provincial money made available and I'm very sorry to say, a little crass politics played two days before the election, \$70,000 delivered by Mr. Timbrell—

**Mr. Conway:** No. Shame. I don't believe it.

**Mr. Kerrio:** In any event, notwithstanding those small details, what I would really like you to address yourself to is this problem, this dilemma that I find myself in. While the one ministry is suggesting that funds are not available, this same fiscal year the Minister of Culture and Recreation (Mr. Welch) has seen fit to give to the Ontario Arts Council a 15.9 per cent increase in its budget, some

\$1.5 million. I certainly have to be a responsible legislator in suggesting that I wouldn't ask to build facilities within a restraint time.

My suggestion is that if this superministry is going to be functional and responsible, here we have a clear indication of where an assessment had to be made, a decision had to be made, and we gave the Arts Council \$1.5 million and we couldn't provide—I'm trying to bring a figure to mind now because there have been some thrown around—I would have to think it would be in the neighbourhood of \$500,000 or \$600,000 for a youth centre. I am most critical of this kind of responsibility shown within this secretariat.

I would like your comments on that particular matter.

**Hon. Mrs. Birch:** I would just like to answer by saying that we are aware of the situation at the Niagara youth centre. There have been ongoing discussions over a period of three or four years now. There was a great deal of discussion in that particular area as to really the development of a Niagara youth centre. There was a great deal of concern expressed that this one facility was going to be developed at the expense of other existing community programs and there had to be, as we determined within our policy field, discussion at the local level and a determination made there as to the viability of a new program.

We don't impose it on communities. We expect them to get together to discuss the relationship between themselves and other existing agencies and those involved in programs in that area, and to come up with a suggestion as to how this can all be brought together in the interests of the children of that particular served.

I recall being over there, I think it was with the social policy field, probably in about 1973 or 1974 and having briefs presented to us at that time. Again, we indicated to them that there were problems being brought to our attention about different groups concerned about duplication of services and that these were issues that had to be taken care of at the local level before the province would become involved. Apparently many of these problems were resolved and they made application for funding. Again, there was \$50,000



given to this group to start to proceed with its plans.

I recall at another time, when we were concerned about the lack of services particularly for teenaged children in that area, we asked if they could possibly hurry up some of the decisions within that local group and that we were in a position at that point in time to provide them with more money. They were not ready, they so informed us. As a result of that, the money was given to some other area where there was perhaps a greater—

**Mr. Kerrio:** You were aware of the \$70,000 that just became available?

**Hon. Mrs. Birch:** Yes.

**Mr. Kerrio:** May I just bring a couple of things into focus now that I think may be relevant to what we are talking about? I think in the last year they have put together a very responsible group of people headed up by Dr. Poulakakis. I think he's well respected in that area.

**Hon. Mrs. Birch:** He was involved with it, yes.

**Mr. Kerrio:** The health council and everyone in the area have now reached a consensus. They have leased or rented facilities now with the moneys that were made available and I think they have reached their resolution at the local level. I think really now it rests in the hands of you in your secretariat and subsequently the Minister of Social and Community Services. I would hope that you would look into the matter and expedite it.

**Hon. Mrs. Birch:** We were waiting for that consolidation of opinion in that area with the district health council and those involved. It has been resolved, as you pointed out. The \$70,000 has now been allocated to them to help them get along with their program and there will be succeeding allotments made to them.

**Mr. Kerrio:** Of course, you know that I have been very critical about Wintario funds—

**Hon. Mrs. Birch:** Yes.

**Mr. Kerrio:** —and funds within that ministry suggesting that we could well have higher priorities and do the meaningful things before we talk about—and I am a great outdoorsman myself—but before we talk about recreation and multiculturalism and the arts. I am a real believer in supplying where the need is greatest first; then funds that are extra and available to us beyond the greater needs can be put to those other uses. So I am pleased to hear what you have to say,

Madam Minister. I'll relay the message to those people who are concerned.

**Mr. McClellan:** Mr. Chairman, I had really raised most of the major concerns I wanted to raise in the first eight hours of debate that we had before we were so rudely interrupted.

**Hon. Mrs. Birch:** It gave you time, though, to think of some more.

**Mr. McClellan:** I want to ask a series of questions just really by way of updating myself, between what had happened then and what—I'm being attacked by a Conservative fly, I am sure—to update myself between what's happened since the last Parliament prorogued and today.

**Hon. Mrs. Birch:** I thought you were well aware of what happened since that last Parliament prorogued.

**Mr. McClellan:** In addition to that.

I would like to ask a series of questions of the minister really just to try to elicit some information. We had tabled yesterday by the Minister of Community and Social Services The Children's Services Act. I would like to know what the implementation timetable is at this point, where it stands at this point with respect to the local children's services committees.

[8:15]

**Hon. Mrs. Birch:** I would respond by saying that there's still a great deal of consultation going on. That same instance gave all of us other avenues to pursue and held up some of the meetings that we had anticipated holding with regional governments and municipal governments around the province. There are meetings going on, of course, and they will continue until that particular problem has been resolved.

**Mr. McClellan:** Do you have any progress to report on refining the concept of the local children's services committees or—

**Hon. Mrs. Birch:** No. Unfortunately, I have not been able to attend the meetings. There have been ongoing meetings with many agencies, as I'm sure you're aware. Judge Thomson has been travelling throughout the province and has met with various groups which are interested in the provision of children's services and has met with local government groups as well, but I have not been advised of the tenor of those meetings. That will be something that we'll be discussing at a policy meeting later.

**Mr. McClellan:** Maybe I could suggest to you, since you have expressed a desire to work co-operatively to bring about the needed reforms in children's services and have asked for the co-operation of all parties in

that task, that I think it would be helpful to us if there could be periodic status reports or update reports. They don't have to be final. They have simply to be descriptive, so that we can have some idea of the work that you're doing in the secretariat, of the work that the ministry is doing, of the kinds of proposals and suggestions and ideas that are being floated, if you will, or suggested strongly, or suggested tentatively—the whole range of proposals that may be emerging in the course of the discussion around what the local children's services committee should look like and what its functions ought to be. I think that would be very useful to all of us, so that we can all follow the progress of the evolution of the child welfare reforms together and therefore work together on them.

**Hon. Mrs. Birch:** I can assure you that there will be that kind of co-operation. Mr. Norton has already indicated he'll be making a statement in the House on Thursday, bringing members up to date on what has transpired so far.

**Mr. McClellan:** Oh. All right.

**Hon. Mrs. Birch:** But there will be continuing opportunities to let the members know just exactly how we are progressing. We look forward, as I have said before, to everyone's co-operation. Everyone is interested in seeing this succeed.

**Mr. McClellan:** I agree. It would also be useful if at least the opposition critics would receive notice of consultation meetings. I gather there was one reported on TV news, though I assume it was a public meeting.

**Hon. Mrs. Birch:** They were all public meetings.

**Mr. McClellan:** Yes. If we could have the time of those, then we could monitor them ourselves as well.

**Hon. Mrs. Birch:** We'll arrange to have that done.

**Mr. McClellan:** Thank you.

I had a second series of questions with respect to the Holland decision, and now exacerbated by the Court of Appeal upholding Holland's decision, I gather.

There were some questions today in the House with respect—

**Hon. Mrs. Birch:** I don't think I could add anything to those questions. I think the minister responsible indicated that we were prepared to make sure that no child suffered because of those decisions, and that if, in fact, you do have any cases that you would like to bring to his attention, he would give them his immediate attention.

**Mr. McClellan:** Yes, I do and I will. I have a communication here from David Aird of Viking Homes outlining a number of cases of children against whom Metro is still initiating litigation rather than simply working out the ideal placement for the kid. The issue before the courts in Metro in these instances is not apparently what is the best mode of treatment for the child, but a protracted legal hassle around who's going to pay and what's the cheapest mode of treatment for the child. This is the material that I will be forwarding to the minister and I'll forward it to you as well if you haven't got it.

**Hon. Mrs. Birch:** I've just received copies of it today but I haven't had an opportunity to read it all.

**Mr. McClellan:** Okay. It does raise enormously serious questions and I'm sure you will agree with me that this situation can't be allowed to continue in the courts very much longer, that children are, in fact, being placed at risk. That happens when treatment decisions are being made on the basis of bucks and passing the buck rather than on the needs of the child.

**Hon. Mrs. Birch:** We still have a Child Welfare Act and there are people who are responsible to ensure that that doesn't happen to children, so we will be interested in looking at it to make sure that the children are receiving the kind of care that's necessary.

**Mr. McClellan:** I wish I could be as sanguine about it as certainly the minister seems to be and as you seem to be here tonight.

Maybe you could allay my anxieties by explaining how the best interests of the child can be served in a situation like this. You know as well as I do that because of the multiplicity of treatment facilities, still under a number of separate jurisdictions, that it isn't simply adequate enough that all children at this point in time be placed in the care of Children's Aid Societies because Children's Aid Societies, particularly in Metro, don't have adequate treatment resources at their disposal to meet all needs.

The court has been the only agency that has access to everything, the whole range of services, so that when you have the happy circumstance of a knowledgeable, compassionate and caring judge who's on top of the whole range of treatment facilities, the chances have been better that a given child with a given set of needs will be placed in an appropriate agency than if the child went into any of the spheres of responsibility—Health, Correctional Services, child welfare.



How do we address ourselves to that dilemma unless we are prepared in the interim period, during this period of hiatus before the reforms are in place and functioning? How do we address ourselves to the overwhelming problem that now the court has been stripped of its central co-ordinating power and capacity? The individual worlds of treatment, divided jurisdictionally, are still not pulled together. How do we deal with that, because children are falling, at this very moment, into the gaps that have been created?

**Hon. Mrs. Birch:** Unfortunately, as you are aware, many of our group homes and other agencies have had the habit of turning down certain youngsters who are in need of help because they weren't quite able to cope, or because they didn't want to cope. I think that even now, with the organization that we have in place, we do have people who are involved in placing difficult-to-place children. They meet regularly and assess the problems and find a suitable placement for that child. Those children that you're referring to would fall into that category and would be looked after in that manner.

**Mr. McClellan:** I'm really concerned about it. I don't think that that's happening. Have you been monitoring admissions to training schools since Judge Holland's decision?

**Hon. Mrs. Birch:** Monitoring?

**Mr. McClellan:** Let me ask it in a different way: Has there been an increase in admissions to training schools since the Holland decision came down?

**Hon. Mrs. Birch:** No, the admissions to training schools are falling all the time.

**Mr. McClellan:** You have monitored them though, since the Holland decision?

**Hon. Mrs. Birch:** Yes, I think it's been since the Holland decision.

**Mr. McClellan:** And you're able to say that there hasn't been an upturn in admissions either to training schools or to the correctional system via Oakville, since the Holland decision?

**Hon. Mrs. Birch:** It's my understanding that there is no upturn.

**Mr. McClellan:** Could you double-check on that?

**Hon. Mrs. Birch:** I will check and let you know tomorrow.

**Mr. McClellan:** That concern has been relayed to me. I don't have information on more than a couple of instances that this is happening, but it has been relayed to me as a concern and I think it's something that should be looked at very carefully.

**Hon. Mrs. Birch:** My understanding is that, in fact, there has been a downturn in admissions to training schools, but I will check it out.

**Mr. McClellan:** That is certainly the overall trend, which we have been very happy with, but what I am suggesting is that the gap that has been created by the Holland decision has had the consequence of routing additional numbers of kids into the correctional system and even into the training school system.

**Hon. Mrs. Birch:** I don't believe so, but I will check this out tomorrow.

**Mr. McClellan:** I know how you feel about that and I trust you to report back to us on it.

**Hon. Mrs. Birch:** I feel very strongly about it.

**Mr. McClellan:** I still feel, as strongly as I have since the Holland decision came down, that the best way of dealing with this on an interim basis, until the child welfare reforms are in place and functioning, is to restore to the court the capacity to act as a central co-ordinating mechanism, and the best way to do that is to remove the dollar barrier. The way to do that is to pay 100 per cent funding to municipalities by way of reimbursement for court-ordered treatment. I think that is the most responsible thing to do. It eliminates the hazard in the situation. It prevents the need for litigation.

Metro is not going to dispute a single case before a family court judge if Metro knows that it will be reimbursed for the full cost of treatment, that the cost of the treatment will not be borne by the property taxpayers of Metro or of any other municipality, that there is an equitable funding base, and that then restores to the court its powers to act in the best interests of the children until such time as the reforms are in place. I will continue to argue that that is the most responsible thing to do, the thing that best protects the best interests of children at risk and that anything short of that is taking a gamble, is taking a chance. It is taking a chance that the child will fall into the kinds of gaps that we know about in this system, that are the cause of the reforms in the first place, and that the one safeguard, the court, has been seriously jeopardized.

**Hon. Mrs. Birch:** I would, with great respect, suggest to you that with Judge Thomson and people like Dr. Clive Chamberlain, who is also with the special division, people who have been involved in that system for a long period of time, I feel quite confident they know what they are doing and they are

aware of all the pitfalls and are able to circumvent them.

**Mr. McClellan:** We all understand that these are the questions of additional dollars and not decisions that Judge Thomson makes or Clive Chamberlain. They are decisions that the cabinet must make so don't slough off that responsibility on your excellent senior civil servants. That is a political decision and if you are saying that you will not pay those dollars, say that you are making that decision as the minister, not that it is the decision of the judge or—

**Hon. Mrs. Birch:** I didn't say it was a decision of the judge, but I did say that I have a great deal of confidence in their ability to advise us as to the best procedure and they haven't so advised.

**Mr. McClellan:** We will continue to monitor that together.

**Hon. Mrs. Birch:** I have just had some information—

**Mr. McClellan:** I may be going deaf as well as mad, but I can't hear you.

**Hon. Mrs. Birch:** I am sorry. It has just been brought to my attention that the new children's division is going to be producing newsletters to keep everyone informed, and the first one is ready to go, so you will be receiving it. We have anticipated your request.

**Mr. McClellan:** I had two other areas of inquiry and then I am virtually finished with my participation in this debate. May I ask what is the status of the request for a judicial inquiry into the administration of The Child Welfare Act, as submitted by Geoffrey Wilson in the last Parliament?

[8:30]

**Hon. Mrs. Birch:** I will have to find out the status of that particular inquiry from the minister. I haven't been able to do so yet.

**Mr. McClellan:** In view of your very strong comments during this estimates debate with respect to the material that had been presented in the appendix to the request for a judicial inquiry, do you not feel there is a need for a judicial inquiry? I am sure you recall what you said—I can't quote you verbatim, and I won't try—but they were very strong statements of disapproval about the revelations of the transcripts that were provided in that appendix to the request for an inquiry.

**Hon. Mrs. Birch:** I recall very well, but it is the minister's prerogative to make that decision. I don't know if he has made that decision, or if he has acted upon it.

**Mr. McClellan:** Have you urged him to act on it? You are the senior minister in the policy—

**Hon. Mrs. Birch:** I think he was well aware of my concerns.

**Mr. McClellan:** Thank you. One final question: This may be inappropriate and premature, but have you been monitoring the Ellis inquest?

**Hon. Mrs. Birch:** Personally, yes.

**Mr. McClellan:** Do you have any comments on it at this point?

**Hon. Mrs. Birch:** I wouldn't like to comment until I've read the jury's report. I haven't read that.

**Mr. McClellan:** I think I'd better leave that, too, until the inquest is in. But I wanted to alert you that we have enormous concerns about that. We will want to pursue them.

**Hon. Mrs. Birch:** I think because a determination has not been reached that it's best not to discuss it.

**Mr. Kerrio:** On a point of order, Mr. Chairman, if you please: I wonder if I would be in order in asking for some terms of reference as to how far afield we go in the social development secretariat. We've got here all the social services, the community and social services that are really broken down into many headings. I wonder if it would be within our prerogative to ask in the program description if there wouldn't be more specific terms of reference that we could relate to in future estimates.

**Hon. Mrs. Birch:** I think we've given you a great deal of leeway, to be perfectly honest—

**Mr. Kerrio:** No, you've given too much, maybe.

**Hon. Mrs. Birch:** Yes. Actually the estimates before you are the estimates of the Secretary for Social Development. But we do seem to get everything—

**Mr. Kerrio:** No, I'm not forgetting that—

**Hon. Mrs. Birch:** —and I don't mind, as long as it doesn't stray too far away and become very specific. My responsibility is not for the operation of each individual program within all of those ministries. It would be humanly impossible to even discuss it with you; and, in fact, it is not my position to do so.

**Mr. Kerrio:** You're not very specific in the terms in the program description, that's all—in the vote.

**Hon. Mrs. Birch:** I see.



**Mr. Kerrio:** I thought we might be advised just to ask if in the future we could get a little better explanation of the terms of reference.

**Hon. Mrs. Birch:** We did provide briefing books for all of the members in order to explain the programs. You did get a briefing book?

**Mr. Kerrio:** Yes, a very excellent briefing book.

**Hon. Mrs. Birch:** Thank you. I just wish we had had an opportunity to prepare them for new members. Perhaps you will share them with the members. If you're not using them, you could pass them along to them this evening and they might have some opportunity tomorrow to use it.

**Mr. Kerrio:** Yes, that would be very good.

**Mr. McCaffrey:** I have extensive committee experience here—going back 25 minutes. I must say I admire the ease with which everyone just slipped back in after that recent unpleasantness.

**Hon. Mrs. Birch:** Which unpleasantness are you referring to?

**Mr. Conway:** The Premier's work.

**Mr. McCaffrey:** I was just going to ask, either the chairman or some of the obviously experienced committee members here, if we could be brought into the picture a little bit. You've just alluded to a briefing book. When and if they're available, I for one would like to peruse it.

**Hon. Mrs. Birch:** I'll make sure that you receive one so that you can do some homework tonight. Unfortunately, we did only one for each of the members of the former committee; we didn't have time to prepare them for the new committee. The caucus offices do have some and they possibly could have redistributed them. There is a great deal of information in those briefing books and you would find them very helpful.

**Mr. Chairman:** Are there any more questions on item 1 of vote 2601? If not, would somebody move that it be carried?

**Mr. McClellan:** Are we dealing with all three votes simultaneously?

**Mr. Chairman:** Normally we get into them one at a time, but we generally give them the broad field so that you could discuss the whole three in a package.

**Mr. McClellan:** I have had a fair share of time in this estimate debate. I can go on, but I am reluctant to preclude further discussion. I didn't want to go on now because I wanted to give other members an opportunity to raise policy questions, which are appropriately raised under the first vote. If

there is a complete silence, I am quite willing to fill it.

**Hon. Mrs. Birch:** I thought we were just going to approve everything and adjourn.

**Mr. McClellan:** No such luck.

**Mr. Chairman:** Any more discussion on item 1?

**Mr. McClellan:** I will if nobody else will. I can understand the silence. I can assure you, I am as disorganized as everybody else after the election and I haven't been able to pull myself quite back together. Have you had a chance to see the two social planning council studies, the one on child-care arrangements in Metropolitan Toronto, the other on income maintenance?

**Hon. Mrs. Birch:** No, I have not. I haven't received them.

**Mr. McClellan:** Okay. They were just published within the day. Let's leave that since you haven't had a chance to study them. We can pursue them later.

Vote 2601 agreed to.

**Mr. Chairman:** That completes your estimates, I believe. I would move the adjournment until the call of the Chair when we deal with other departments.

**Mr. Van Horne:** Mr. Chairman, before you do I would like the opportunity to speak, if I might. I, too, am a rookie and feel that I have not been able to make very much of a contribution. I think it's a bit of a sad commentary to make on a system that the urgency of business would seem to preclude any kind of proper debate, at least in my opinion proper debate, because we're dealing with, in my opinion, a very important branch of the government and considerable funds and I would like to have had the opportunity to take a look at the documents that were alluded to a few moments ago. I have not been able to do that.

Perhaps it's my own fault, but it is a fact that those of us who are new to the scene have been put in a rather awkward position and I think that it's something that all of us, no matter what party we belong to, have to be concerned about. I don't know that the business of government, because it is a people business, is so important that we have to rush through without having all members fully informed. I, quite frankly, don't feel fully informed.

**Hon. Mrs. Birch:** May I make a comment, Mr. Van Horne? I'm sorry that you feel that way, and I can understand it, but I do think the individual caucuses had a responsibility to make sure that the new members received the briefing book which we had prepared



in order to give you a bit of background on the programs that the social policy field is involved in. I feel very badly that you feel you have not been given that opportunity. We will make sure that you get the briefing book, and if you do have any questions you would like to ask I would be more than happy to meet with you and go over it personally and answer any of your questions.

**Mr. Van Horne:** I appreciate that.

**Hon. Mrs. Birch:** You will, of course, have an opportunity, with the estimates of the various ministries within this policy field, to address yourself to many of the issues that are in that—

**Mr. Van Horne:** My comments were not directed necessarily to you or the chairman specifically but rather to the situation that we find ourselves in. I think all of us have had a rather busy month and a half or so and it's just one of those things that we find ourselves in. I'm sorry we have to be so rushed and I realize, too, that there was earlier discussion. However, I felt that I had to say what I said.

**Hon. Mrs. Birch:** Fine. We will see that you get a book.

**Mr. Chairman:** Mr. Van Horne, prior to tonight, at the last session there was five hours and 40 minutes spent on this particular secretariat, so I presume this is why you are coming in in the dark.

**Mr. Van Horne:** I expect I'll be there for a little while.

**Mr. Chairman:** You find it a little hard to understand, I can understand that.

**Hon. Mrs. Birch:** We might add that Mrs. Campbell had an opportunity to speak to many of the estimates that are in here.

**Mr. Kerrio:** I think many of the individual issues that would concern various members are going to be dealt with in the individual estimates, where they relate directly to policy within that particular ministry.

**Hon. Mrs. Birch:** We're really just approved the estimates of the secretariat itself.

**Mr. Van Horne:** My only regret, Mr. Chairman, is that Reuben Baetz would give a scathing indictment of government social development policy and I am sadly disappointed.

**Hon. Mrs. Birch:** Sorry to disappoint you.

The committee adjourned at 8:41 p.m.

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No. S-2

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Social Development Policy



### **First Session, 31st Parliament**

Wednesday, June 29, 1977

Afternoon Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

WEDNESDAY, JUNE 29, 1977

The committee met at 3:40 p.m.

### ESTIMATES, MINISTRY OF EDUCATION

**Mr. Chairman:** I believe we have a quorum. Mr. Minister, it is usual for you to have a statement to make, but in view of the fact that we have four new members here, I would appreciate it if you would introduce your staff so we may know who they are.

**Hon. Mr. Wells:** Thank you very much, Mr. Chairman, I'd be most happy to. As a matter of fact, that was the first item that I had down. I might say I don't intend to have a formal opening statement; I would like to just deal with a few things informally, perhaps highlight a few things I think are important that have happened in the last year and that will be happening.

I would, however, like, as you have already asked me to do, to introduce the staff, because I think we have a very competent staff, people who are experts in the whole area of education and people who I think we are all very pleased are working for the government of Ontario in the Ministry of Education. Certainly, having been minister for over five years now and working with many of them for this length of time I can say that they bring a great background of experience, they are very competent people, they are people who are highly respected in the field, and who add much to the education system of this province.

The first is my deputy minister, George Waldrum, who is sitting to my immediate left. Then, sitting over against the wall, is Mrs. Ethel McLellan, assistant deputy minister, administrative and financial services division. Next to Ethel is Gerard Raymond, the chairman of the Council on French Language Schools. Next to M. Raymond is Mr. R. A. L. Thomas, assistant deputy minister, program division. Next to Mr. Thomas is Dr. H. K. Fisher, assistant deputy minister, education administration division.

Without putting them in order of seniority, precedence or anything, we will just start down the wall. First is Keith Waites, my special assistant; Roly Fobert, executive as-

sistant to the deputy minister; Phil McAllister, legislation branch; Mary Barclay, director of the budget branch; David Lyon, who is in the budget branch; Larry Kent, my executive assistant.

Across the back, Bob Copeland, QC, in our legal branch; Dorothy Dunn, director of our teacher education branch; Dr. Gordon Bergman, director of special education branch; Gaetan Filion, executive director—or whatever we call that title after Management Board finished with it—of the Languages of Instruction Commission of Ontario; John Storey, director of the curriculum branch; Alex McCague, executive assistant to the deputy minister, program branch; Jane Oppen, who works for an unnamed political party, and Wendell Fulton. You may not know Wendell, but we should introduce him. He is the legislative liaison officer or jack of all trades in that area for OSSTF. He doesn't work for the ministry but he is a great help to all of us in the Legislature.

[3:45]

Rand Ide, chairman of the Ontario Educational Communications Authority, and Sandy Birkenmayer, general manager of corporate affairs, OECA. Andre Chenier, executive assistant to Gerard Raymond; Charlotte Lemieux, executive assistant to the assistant deputy minister, education administration; Ted Overton, director of educational data processing; Joe Tabone, director of the information records branch. The reason we are not always so sure about titles is they change every year. Cliff Pitt, director of the Ontario Institute for Studies in Education; Joe Rees, director of the correspondence branch, and Sam McKeown of the Education Relations Commission. That gives you a pretty good run down.

**Mr. Chairman,** perhaps in just the few brief remarks that I would like to make in opening the consideration of these estimates, I would like to first say that, of course, in talking about the estimates of the Ministry of Education we are talking about only part of the money that is spent on education at the elementary and secondary level in this prov-

ince. There is a portion of that money raised at the local level by local school boards, which, of course, highlights the fact that education in this province is a shared responsibility, a joint responsibility both in policy making and in implementation by a variety of people.

The Ministry of Education staff that you see here and the other staff that work in the ministry help to direct and set provincial guidelines and provincial policy which is implemented at the local level led by a group of elected people, again just as we on this committee are and as the Minister of Education is, called school trustees and in this province we have about 1,820 public and separate school trustees.

Incidentally, I thought this was an interesting statistic when I was looking at the number of school trustees. It is always raised with me by various people, the number of teachers who are school trustees, and in our records, of course, we have a record form which indicates the occupation of school trustees. By doing a statistical analysis of those records, we find that 131 of the 1,820 school trustees in this province list their occupation as teacher. That represents only seven per cent and it is not, in my mind, an unduly large number of people from that profession represented among the trustees of this province.

These trustees are all part of the 194 school boards in this province and these are the legally constituted authorities that have, under The Education Act, voted by and given by us in the Legislature, certain rights and responsibilities to carry out. These trustees have in their employ about 93,000 teachers. They have a number of supervisory officers and they're looking after something like 1,973,140 pupils.

From this we can see that education in Ontario is a very large enterprise. It's an enterprise in which a number of people are engaged and in which decision-making and decision and program implementation are done by a variety of people at a variety of stages with the prime historic component being that the education system is controlled politically.

At one time it used to be looked upon with disfavour to talk about the political control of education, but the fact of the matter is that Egerton Ryerson, over 100 years ago, decided after running the system from a non-political base, that the person in the provincial government responsible for education should be a politically responsible person, a member of the cabinet, elected, and therefore responsible to his Premier and also to the Legislature and to the people, and

that the local policy-making on education should be carried out by locally elected school trustees.

I think we have to keep that in mind when we think about the kind of things we talk about here and the kind of policies we want carried out and the kind of time lines that it takes to implement any new policies or changes in education. It's a vast enterprise and it takes the co-operative efforts of a lot of people, teachers, trustees, supervisory officers and ministry people working together (1) to develop changes in directions in education and (2) to carry out the implementation of those. The best way, in my way of thinking anyway, for carrying out, guiding and running the education system is in a spirit of co-operation among all those groups and not in a spirit of confrontation.

In the estimates we have before us today, we're being asked to vote \$2,130,490,000. This represents a percentage increase of 8.1 per cent over last year's estimates.

The way this money will be spent is broken down in this manner: 88.3 per cent is in general legislative grants to school boards; 7.6 per cent is in payments to the teachers' superannuation commission adjustment fund and so forth, all those matters pertaining to superannuation; 0.07 per cent to other transfer payments, and 3.4 per cent direct ministry operating costs. So, therefore, you see of the \$2.130 billion about 96.6 per cent is going out in transfer payments to some other body, and 3.4 per cent, or something in the neighbourhood of \$73,289,000 is being spent on direct operating expenditures, that being the 3.4 per cent.

Therefore, when we approach this task of looking at the estimates of this ministry, we're doing it from two points of view: looking at (1) the \$73-odd million that's being spent on direct operating costs of this ministry and (2) on the 96.6 per cent which, as I say, is being spent by these other bodies which are the partners in this educational process, and we are, in fact, raising on the provincial tax base this money and passing it on to these people to operate under the kind of guidelines that we have set for them.

In connection with the direct operating expenditures of the ministry, I'd like to make just a couple of comments. The complement in this ministry has been steadily decreasing—and by that I mean in actual terms, contrary to what some people put forward at times, that the regular complement of a ministry is decreasing but people are hired on contract. In actual terms, the complement of this ministry is decreasing. In 1974-75, the complement was 2,553, a reduction of 125



from the year before; in 1975-76, we went down 114 more; in 1976-77, 89 more, and in 1977-78, 62 more is projected, which will leave the authorized complement of the Ministry of Education at 2,288.

It's very interesting that when you look further, beyond that, you find that of the 2,288, 59 per cent of that complement work in institutions, or 1,354; 576 work in the head office, and 358 in our regions. Or, put another way, of that total complement, about 17 per cent are educational officials; 10 per cent, other professionals; 49 per cent, support staff, and 24 per cent, teachers who teach in the various schools that we run directly.

What are some of the things that have been occurring in the last little while? I think the one I'd like to mention first is that in the area of curriculum we've spent a lot of time over the last year listening to all these constituent groups in education, dialoguing with them and receiving reports from them. As a result of that, and based on the introduction in 1975 of The Formative Years—which again set a pattern, I think, and gave a direction to the ministry that we were looking for a slightly different direction, a little more structure to the curriculum, a little more direction in the fundamental subjects while at the same time keeping very much to the fore those innovations that had come in in the area of development or self-worth, moral values education, development of an appreciation and understanding of Canada—all those things that had been added to the curriculum and had enriched it are being kept, but an increased emphasis is being put on the fundamentals again, just in case somebody might have strayed off. I think The Formative Years has served to alert people to that and is, in fact, serving that purpose.

Therefore, as we move to look at the secondary school and particularly the last two years of the intermediate division, it was decided we should have more mandatory subjects. Therefore, students entering school this September will be taking a basic core program throughout their secondary school years which will consist of nine mandatory credits. Of course, in their first two years there'll be two English, two mathematics, a science, a Canadian history and a Canadian geography. [4:00]

Coupled with that introduction of those mandatory subjects came a look at the curriculum guidelines that we were producing and the decision to produce more comprehensive curriculum guidelines. In this area there will be more common core. I think that while the implementation of them is not as speedy as I would have hoped, given the fact that,

as I said earlier we are dealing with a very large enterprise and a number of people, I must say first I am very pleased that many classroom teachers were able to participate in the development of these guidelines.

I am sure all of you realize they are not without controversy. I particularly noted, and I am sure my friends from the Liberal Party will want to note, that there is a great deal of controversy about the history guideline. I must say I am not convinced we are wrong and the historians are right. I noticed Ian Macdonald said yesterday at the Destiny Canada conference that ignorance of history in Canada has been one of the problems. I would not be surprised if some of the historians and their view of history has led us to believe that the way they want history taught will get us to the point where we can establish the kind of things that we think young children in our school systems should have in order to base the foundation for their being good citizens of this country.

As to the charges levied against the history guideline that it is more of a political science document or more of a sociological document, I am beginning to believe that perhaps that is the kind of document it should be; that the understanding and study of some of these contemporary issues in Canada, such as English-French relations and the keeping together of this country, can be done just as well from this kind of basis as from some of the traditional historic bases.

I know we will be into an argument over this in this committee. I am prepared to argue with the history professors because I am not sure that they are all right and we are all wrong. They represent one point of view and there is, of course, another point of view. I must say that history teaching to date in the schools has been based upon the point of view put forward by the history professors, and everybody is crying for a change.

These guidelines, I think, will bring a great degree of stability to these core subjects and will be an advance. As I say, I am very pleased that many classroom teachers participated in the writing of these guidelines and we were able to work with the federations and so forth. We will be working with them as we evaluate those guidelines, as more guidelines are produced, as more support materials are produced for the school system starting both with the formative years and moving up through the intermediate years and so forth.

The other area where a lot of emphasis has been given is evaluation. You will have

just received a copy of our report of the work group on evaluation—just; and quite justly so, I might say. Although it is dated April 15, I could have very easily have put the date “June” on there and that would have been just as valid. I don’t really feel I have to offer any explanation for it, but the report is from a work group that was reporting to me as minister and was not given a mandate particularly to publish the report, although as you know it has always been my position that I like to keep and make public all documents that we have of this nature.

It was received on April 29, two days before the election was announced, and my decision was not to deal with it at all until after the election. Therefore, it has been dealt with very quickly and expeditiously after the election. I don’t see any real problem with that, and you have an opportunity now to pursue that.

But you will see there is a high degree of differing opinions on how evaluation should be carried out. The work group has presented certain opinions. They have really played down the idea of any kind of standardized testing. They have not completely shut the door on that, but they have suggested a lot of things in the area of evaluation that we, of course, will do and that should be done in regard to the classroom teacher—the development of tests that the teacher can use for diagnostic purposes in his or her own classroom, and so forth. The suggestion that there should be an evaluation procedure in each curriculum guideline with the goals stated in the evaluation procedure is something which we are going to move ahead on.

But the question still remains unanswered as to whether standardized tests, state-wide tests such as most American states are now implementing or have implemented, would or would not be beneficial in this province. My conclusion is that the group of educators who worked on this particular document were not particularly sold on this, although as I say, they didn’t close the door and we’re not closing the door on that at the moment. It’s something that will still be looked at by the ministry, as we moved ahead with the kind of evaluative processes that they outlined.

I just want to make again the one caution and statement that I’ve made many times when I talk about this particular subject, and that is that really as far as I’m concerned the evaluation, the test, whatever it be, first and foremost must help the student and the teacher who teaches that student.

The implementation of standardized tests for the sake of being able to publish a record in a newspaper once a year to state, goody, our schools now show that 78 per cent can read, although it may save certain people’s egos and so forth is not justification enough to embark upon a major program of standardized testing.

That I think is why we’ve asked various people who are professionals in the education field to look at it very carefully, so that if and when we do it in this province it will not be done in a spirit of haste in the sense that because everybody in the United States is doing it, we should do it. There is no question, as I have said many times, that standardized tests are sweeping the United States. In some degrees, we have grown to regret picking up quickly some of the ideas that have swept the education system of the United States. I think we have to evaluate and tailor these things to our particular uses and to the uses of the young people of this province, and that’s what will happen in evaluation.

The other area, closely related to evaluation, where there is a lot of work going on is in the Interface study. This is a very important report and I think it’s been a very good report. It’s been very helpful to both our ministry and Colleges and Universities. We’re reviewing that at present.

Many people have been submitting briefs based on the Interface because, as you know, the Interface study did not make any specific recommendations. Rather, it brought out a body of research from which people could draw conclusions and make recommendations. So that vast amount of research is now being used by the educational organizations, the teacher groups, the trustee groups, the public, the home and school associations and so forth, to make recommendations. They’re being made to a committee chaired by Gerard Raymond, made up of trustees, supervisory officers, OTF, ministry representatives and so forth.

Out of that will come certain recommendations, and recommendations for changes in policy in those areas governed by the Interface. Before those recommendations come to me and go from me to cabinet there will be also interface and interchange between the group that Gerard Raymond is heading up, and the Committee on University Affairs and the Council of Regents of the community colleges, who are going through the same process of course with the recommendations from their constituent groups in



so far as universities and community colleges are concerned.

When all this is completed, and it should be completed around July 31, we should have some recommendations on that particular area—the interface between the last two years of secondary school and the first years of university—and the policies concerned with that particular time. We should have some recommendations coming forward, and they will be very important ones perhaps in the evaluation area and in a lot of other policy areas, particularly in curriculum.

Educational finance is also a very important area—the grants system, the types of grants, the amount of grants and so forth. We've always approached this also in a co-operative way, again feeling there should be dialogue among the trustees and the teachers and ourselves as to the development of grant systems.

I'm very happy that, again, a group of all the people concerned in education has met together and has done, I think, over 100 or 115 hours of work in looking at and understanding the grant system of this province, and suggesting changes. That group is at present reporting to me along with a lot of other reports which will be used as we develop the 1978 grant system. That, hopefully, will again be available, as it was last year, in a very early time line, probably sometime in September.

We also spent a lot of time in this last year on the program for French as a second language. We introduced the program, the emphasis being to increase the basic level of knowledge of French among our English-speaking pupils, to develop an awareness and an appreciation of the cultural fact of this major cultural element in our Canadian life, and to provide opportunities for a lot of students to develop a meaningful level of bilingualism.

The program has been introduced. You've all had an opportunity to pursue it and I am sure we will have many questions on it and have much discussion on it. It does, of course, involve expenditures of around \$67 million over the next three years; some of that money in increased grants to school boards and some of it in direct support programs in teacher education, curriculum materials, learning materials and student exchanges and so forth. The first phases of that money are in these estimates.

Coupled with that was the announcement that there would be increased funding to our minority-language school systems—in the majority of cases this being the French-language school system and in some instances the

English-language. Here again, we have identified extra amounts above the normal per-pupil grants for the minority-language school system because research has shown us that it does, in fact, cost more money to operate a minority-language school system. It costs more money for a board to operate than in a system where the majority language is the one that is used in the majority of its schools. This again is a program that puts in the hands of boards more money to enhance and improve the minority-language school system.

The area of multicultural education has received a lot of attention. In The Formative Years we stated that children should be encouraged to learn about their own origins and understand and appreciate other ethnic and cultural groups. That set the stage for a continued development. We established a ministry committee on multicultural education. We liaised with very fine work that was done by a committee in the Toronto Board of Education. We recently, within the last year, hired Dr. Mavis Burke to assist us in our curriculum activities related to multiculturalism. We produced a guideline called Multiculturalism in Action, which is a practical book to help teachers develop programs in this area and also to get at some of the root causes of racism and discrimination in our school systems and help teachers in this particular area.

Money has also been allocated to the learning materials development fund. A resource list for a multicultural society, quite a large book, listing all the kinds of resources available has been prepared jointly with Culture and Recreation and is now available in schools.

The heritage language program was announced recently and this allows school boards to offer language programs outside the regular school hours to those groups in the community that wish to preserve their heritage language and have their children take that language. This program again will probably amount to the allocation of something like \$2 million in its first year, and I think it is a significant step forward.

We announced recently that we would be setting up a commission on declining enrolments. I had hoped to have that already in place before our estimates. It will not be ready until the beginning of the week, but I hope by then—and we will probably still be in our estimates—we will have a chance to talk about that. I think there is no question that declining enrolments and all the inherent problems that this new phenomenon causes us are going to be very significant. One of the major needs is for a public dialogue in this particular area and a laying on the table of

that can or should be put into effect by various bodies, school boards, the Ministry of Education, teacher training institutions and so forth. These should be put on the table, dialogued and we should, out of all that, come up with some policy that will set the course for the years ahead so that declining enrolments will not adversely affect a fine school system.

[4:15]

Special education has received a high priority and will continue to receive the high priority it does in these estimates. It's interesting, when you start looking at an area like special education and you see figures, that in 1974 we could isolate \$15 million in grants for special education and in 1977, in the elementary schools, that \$15 million will have risen to \$51.7 million. This is money in addition to the regular money that is paid to school boards. In the secondary area it has risen from \$700,000 to \$6.5 million. We all know there is a lot more to be done in the area of special education, a lot of programs still to be developed, a lot of help still to be given to school boards, a lot of encouragement to school boards to develop programs. Those things, of course, will take place.

I think the last thing I'd like to comment upon is Bill 100. I am still of the opinion, as I have been, that Bill 100, a bill that set down guidelines for teacher-school board negotiations, was a very necessary and forward step in this province. For the first time we established guidelines under which teachers and boards would negotiate, something which we did not have in this province until that bill came into effect. It has not completely eliminated work stoppages but I have to say, and I would say unequivocally, it has brought a degree of order out of what was a very confused situation.

They tell me that to date there are 74 settlements already of next year's contracts. That's about a third better than we were at this time last year and I hope that pace will continue. There were, of course, three strikes during this year: Durham, which was settled through voluntary binding arbitration; Peel, which was settled through a mediation-arbitration type of arrangement, and Stormont, Dundas and Glengarry, which was settled by a negotiated settlement. Five disputes went to voluntary binding arbitration and three disputes in this last year went to final offer selection.

We will continue to monitor what happens with collective bargaining under Bill 100. I shouldn't let the occasion go by without commending the Education Relations Commission for the outstanding job that they have done. The commission itself, headed by Owen Shime, and the staff, under Doug Lawless, and Sam McKeown being one of the members, have done an excellent job in all those things that they are required to do under Bill 100.

In the last year, for instance, 71 fact-finders were appointed. They appointed the arbitrators, they appointed the selectors under final offer selection. They have acted as a model, to my mind, of the way that type of commission can operate in the public sector in an area like teacher bargaining, which is public sector bargaining, with an impartial commission that can assist the parties to arrive at conclusions of their bargaining and assist them to solve disputes when disputes arise. I think many groups around the country and around the United States are looking at the operation of the Education Relations Commission as that kind of model.

I might just mention that Harry Arthurs, who was the vice-chairman and was also a tower of strength in the early years of that commission, has retired. He has resigned because he has gone on a year's sabbatical and he's been replaced by George Adams, who has just completed a term as Assistant Deputy Minister of Labour, and is going to be a law professor again at the law school.

I think with those comments on some of the more important aspects of the matters that have held our attention in this last year and some of the statistical things that I have given you, I will conclude and just say that I am again pleased to present my ministry's estimates for full discussion. This is the first opportunity this committee has had to get at a full set of estimates, but we'll have a good discussion and I look forward to a frank exchange on all these matters.

I think, here again, we want a co-operative approach to education among all of us in the political process, just as we all co-operate in the educational community, always remembering what we're concerned about is the education of the children of this province and the fact that we do have a good system, a fine system of education and what we're trying to do is make it better. We really waste our time if we try to decide how bad it is around here, because I don't think anyone would dispute the fact that we do have an excellent education system and that what we're dedicated to, as politicians, is making it



better in this province. In that kind of spirit we can have a good 22 hours of discussion about these matters that can be very helpful and can have good effect in the education system of this province.

**Mr. Van Horne:** Mr. Chairman, I would like to suggest at the outset that I do see a few familiar faces in the crowd, faces that I consider to be of a non-political nature, and that makes me feel a little more comfortable perhaps. I would like to suggest, too, that I am honoured to be able to participate in this debate as the education critic for the Liberal Party. Unlike the minister, who seems to be able to wing it pretty well with a handful of notes, and George beside him, I'm going to refer to a prepared script and perhaps just wing it periodically and hope not to bore you.

The Ministry of Education is, I am convinced, the most complex, the most visible and the most criticized of all ministries. I guess it's because we've all been children at one time or do have children, we are parents or whatever, I would suggest to you again that the Ministry of Education is, in my opinion, many times the least understood ministry.

If this ministry's activities are to be dealt with adequately, our government and opposition parties must make constructive and comprehensive contributions to this debate and we must all make an absolute and total effort to ensure that our education system, and its administration, continue to be first class, as the minister has mentioned, because in my opinion, the opinion of our party, it is serving a first-class clientele. This, of course, implies the need for ongoing liaison among educators, trustees, parents and, of course, politicians at this level.

I would like to make an aside, briefly, and thank the minister for his good wishes, passed on to me privately in the corridor yesterday. I would also like to ask the indulgence of this committee during the next 20 hours and 40 minutes if I happen to be something less than totally conversant with the technicalities of committee operation or rationale in debating the estimates of this important ministry. Hopefully, my experience as a teacher and administrator will help me somewhat in this task and I hopefully shall be able to demonstrate the truth of Huxley's theory that experience is not what happens to a man, it's what a man does with what happens to him.

Right now, to zero in on a few comments which reflect my party's and my opinion on key issues related to these estimates considerations, I have no doubt the Liberal Party's policy on the subject of the importance of core curriculum is well known to

everyone here. We were very vocal in our criticism of the province's educational system prior to and during the 1975 election. Certainly, our policy was clearly stated during the 1976-77 estimates and embodied in our policy statement called *New Directions for Education*, which it seems the ministry has seen fit to adopt almost in total.

We have consistently stressed the great need to give greater emphasis in our schools, to basics such as spelling, grammar, Canadian history and practical mathematics. We have also stated that language training programs must be expanded, especially in the early grades when training has the greatest impact, and particularly with respect to a second language and culture and effective third-language programs.

The publication or document *The Formative Years* is a step in the right direction and we can concur with the minister at the risk of sounding like a mutual admiration society at times.

However, I would ask the minister what plans have been formulated to monitor the manner in which *The Formative Years* and later ministry guidelines are implemented at the local level. As far as guidelines for the intermediate years are concerned, the minister has suggested at one point in time that it would be rather incongruous to implement a new core curriculum without changing or adapting the old guidelines, which would seem to be inappropriate and inadequate and in some cases offensive as related to the old English guideline. Grammar is being virtually ignored in that guideline.

Regretfully in spite of the minister's admission, there has been a long, inexplicable and perhaps unforgivable delay in issuing these new guidelines. I realize that he commented earlier on some of the reasons and, of course, one can't quarrel with involvement from various groups to make a guideline more practical and more viable, but still we are critical of the delay in issuing these guidelines. While these are now finally available, it is my understanding—and I ask you to correct me if I am wrong—they will not all become mandatory until the fall of 1978 and, in the case of the intermediate math, they will not be implemented until September 1979, and then on a staged base. Again, if I am wrong there, please correct me.

We have seen too—and again the minister has made reference to this—that some educators have already attacked these guidelines. The history one has been mentioned. Reference is made to the history guideline particularly. Senator Eugene Forsey described this guideline as a mass of fluff.



This is a direct quote from the Toronto Star article. Those in mathematics have been strongly criticized by a University of Toronto math professor for not emphasizing basics and practical work. The president of the men teachers' federation has recommended that the organization's members dissociate themselves from guidelines. This is a bit distressing.

Although teachers were asked to join the committee formulating them, I would ask how much of the work was done or had been done in advance, thus perhaps prohibiting teachers from making an effective contribution. Reference too has been made to the secondary/post-secondary Interface study prepared by the Ministry of Education and Ministry of Colleges and Universities which has confirmed Liberal Party criticisms of another aspect of our educational system. I have some of the statistics and detail here but in the interest of time I will not mention all of them but simply refer to one or two instances. For example, the survey showed 54 per cent of the public and 59 per cent of students polled considered the basic reading and writing skills had somewhat deteriorated.

I am pleased again to follow a comment that Mr. Gerard Raymond has a committee that will be further investigating this report. According to this Interface report, the areas of notably low standard skills are physics, history, English and math. That seems to cover a pretty wide spectrum. Possible reasons for academic deterioration are given as inconsistency and variability of instruction in our schools—school A or community A not being consistent with school B or community B perhaps.

That is a further indication of the urgent need for effectively drafted and implemented guidelines and of the necessity of monitoring these guidelines on a province-wide base. No doubt the minister will hasten to point out that there are some favourable comments on the Interface report. However, these are almost without exception based on what the researchers refer to as short study periods in which corners had to be cut.

Increasingly in recent years teachers, students, parents and employers have emphasized the need for predictable, recognizable indicators of academic achievement. From a practical standpoint, teachers must be able to assess accurately levels of student achievement in order to plan instruction. Employers must be able to assess qualifications of applicants. We might go on to make reference to universities and what they look at when

students come in, and also parents and what they see in their youngsters reporting. I would like to step aside from my comments here and suggest that I am not being at all critical of teachers either at the elementary or secondary level. As a matter of fact, I have a tremendous admiration for the task they are doing day to day in the classroom.

However, in carrying on with these comments I would suggest the renewed emphasis on basic skills which the ministry has finally implemented, logically requires improved testing and evaluation techniques if guidelines are to be effectively administered. It was in November 1976 that the minister announced a committee would be established to investigate testing and evaluation. A report was to be ready by March of this year and we have gone over part of this already, I know, but I think it bears repeating.

When this statement which I am now reading was in the preparation stage last evening and early this morning, we still did not have this document to lean on or to look at. Certainly I am not aware of its being available either to members of the NDP at that point in time. We feel very strongly that if we are to be an effective opposition and to work in a constructive way with the Conservative government and, more importantly, for the people in this province, then surely we should have the opportunity to peruse these documents with adequate time to digest them and to properly be able to question you and to do the things that a party in opposition should be doing.

Carrying back on the theme of this again for a moment, testing and evaluation should be worked out in concert with the development of new guidelines. If I have a point to make today it would be that and perhaps that only. It seems inconsistent to develop a guideline without at the same time having an effective evaluation tool to go along with it.

The Liberal Party policy on testing and evaluation is clear. We believe that at specified intervals diagnostic, province-wide examinations would give students a better idea of how well they were progressing, and parents, many of whom are now mystified by confusing reports, would also have the means to assess their children's progress. In addition, such tests would provide the public at large with an objective basis for assessing the performance of the school system.

We realize there are some inherent dangers here that A might be compared with

But, as the minister mentioned earlier, a whole lot of effort would be put into just providing a list for the newspaper in June about the relative success of whatever schools within the community. But certainly the important issue is not that, but rather to let the students know how they are doing, where they stand comparatively and to let their parents know.

I would like to ask the minister has he made any real effort to improve methods of academic inspection? Has he made any move in the direction of province-wide inspection which we got away from, or does what seems to be a haphazard system of supervision by spot-checking continue?

The Liberal Party does not advocate a return to the so-called bad old days of departmental exams, under which a student's entire academic future could be ruined in the space of a few short hours. The proposed diagnostic tests would be designed to indicate a student's progress relative to certain goals and expectations. There would be no intention of implementing a make-or-break policy in conjunction with the testing that we are suggesting.

I would also like now, in shifting gears slightly, to raise a number of questions in connection with independent alternate and separate schools in this province. Like it or not, these schools are obviously here to stay and are growing in popularity as alternatives to the public school system. How does the government plan to accommodate the growth of these schools and the numbers of students in them? Is planning already in progress within the ministry? And is the minister prepared to consider recommending to his cabinet colleagues the Liberal proposal for an all-party select committee to review the entire matter of possible government support for these alternative forms of education?

Is there some reasonable explanation for the significant silence regarding the question of extending federal moneys for French education to independent and alternate schools? Initially, it seemed that the minister was favourably disposed to extending these moneys. However, I am told that in recent days, or recent months perhaps, nothing much has been heard. We would ask: What is the minister's position? Has the subject been discussed in cabinet?

We must also consider the question of languages of instruction. It goes without saying that we are all deeply concerned about the future of Canadian unity. Obviously provincial efforts to improve, expand and increase the French-language programs in our schools will have a strong and positive impact on the national unity debate.

The present Ontario record leaves a great deal to be desired. This year \$29 million has been earmarked for French instruction of English-speaking students, most of this money being available through federal government bilingualism grants.

However, according to a Globe and Mail article in March of this year, a survey of school administrators revealed that the eventual allocation of this money is virtually impossible to trace. The funds are so enmeshed with the overall grant structure that it is exceedingly difficult to detect, and remarkably easy to reassign, it would seem.

Superintendents, directors and language co-ordinators agree there is an urgent need for accountability with respect to the application of this money, which is intended to implement an effective French-language instruction program.

There is, I understand, the incredible and unnecessary situation in the Peel region where parents are obliged to pay directly for the attendance of their children in conversational French classes up to grade five. Such situations should be eliminated. French-language instruction in Ontario should be available, and effectively administered.

It is my understanding that annual federal grants totalling several millions have not been accepted by the Ministry of Education. These funds are intended for the financial support of grade 13 French-language classes in separate schools and independent schools.

Can the minister inform this committee how much money is available from the federal government, and why he has persisted in refusing to take advantage of this federal money when the need for increased French-language instruction is becoming increasingly crucial?

Are schools such as the Hawthorne French School in Toronto to be forced to close their doors because sufficient money is not forthcoming? The minister said this matter would be reviewed by cabinet, but no new policy has been announced. I would ask: Is the question still under consideration and can we look forward to a statement from the minister in the near future?

The concept of the heritage language program is admirable, and certainly it is timely. The minister made reference in his latter comments to this heritage language program. However, its implementation would seem to us to be an entirely different matter.

When the program was announced in April, the details with respect to financing, regulation and operation were somewhat obscured, to say the least. Unfortunately, guidelines were not issued until only a week or two ago. Although school boards are



anxious to participate, this is the first opportunity they have had to review ways and means of implementing the program. In Toronto, I understand community groups have reacted quite favourably. However, the belated release of the guidelines has made it difficult, if not impossible, to plan for the fast-approaching fall term.

It is also clear that a considerable expense is involved. Startup costs are not covered by the ministry and financing of the program is on a shared-cost basis. For Toronto this would mean that some 29 per cent of the operation of the heritage language program will be carried by the school board. Considering the circumstances, time and pressure of money, it is doubtful that the \$2 million earmarked for the program will actually be utilized this year, and again I would ask you to correct me if I am wrong.

Moving into the field of special education, certainly the Liberal Party too has long held this as a priority. This is an area in which we have the rather same strong feeling as do our Conservative friends about its import. I would suggest that we make absolutely sure that financial constraints which all of us face do not interfere with the delivery of special education service. We consider it essential to maintain, if not improve, current student-teacher ratios in special education. Also we must ensure the continuance of instruction in English as a second language.

It would seem, if I could dwell on special education for just a moment or two, that there is need for some more exchange of knowledge between jurisdictions with respect to the scope of special education programs. I would ask how can we be aware of some of our inadequacies or weaknesses, if we aren't constantly in conference with either head office through Mr. Bergman or local regional offices or local school boards? Having come from that particular field in the last couple of years, I would make a plea that the ministry take it upon itself to assist those in special education to exchange information and to get out of what would seem to be a times a bit of a vacuum of exchange of information in that particular area.

I would ask the minister, is there any assurance that could be made that the emergency grant of \$1 million made to the Toronto Board of Education for continuance of its special education program is in fact being used for that purpose? How does the minister intend to make sure that this \$1 million has been applied to special education?

Earlier this year the shock waves were felt throughout the educational system—in fact, throughout the province generally—as school board after school board was forced either to lay off teachers or cut back on certain programs as a result of declining enrolment and financial constraints. Although we understand that the ministry had anticipated the trends and apparently prepared alternative courses of action, it seems there was no real attempt made at least to avert the serious situation we face today. Obviously, we must have more consultation and co-operation among the ministry, school boards and teachers' federations to plan for the long term. I would urge the minister to give priority to this particular matter.

[4:45]

I would also suggest that he consider as a partial solution to the problem of surplus teachers a system of quotas limiting the enrolment in teachers' colleges. I would suggest this is not an unthinkable alternative, as the ministry already imposes quotas on enrolment in such places as nursing schools; and Ross Andrews, the outgoing president of OTF, has suggested that some teachers' colleges could even be closed, thereby limiting enrolment.

From a strictly financial standpoint I would like to ask, what is the cost to the taxpayer to train teachers? When we get into the various items in the estimates, I would ask the minister to tell us what portion of item 6 in vote 3002 is used specifically for the operation of the Ontario teacher education colleges in Hamilton and Toronto. I would ask, too, if he could provide me with a breakdown of separate costs paid by the student and the province for the one-year training program.

I understand from OTF that the estimated one-year teacher training cost is approximately \$44,500 and, with what we are told is almost 5,000 teachers graduating this year and unable to find teaching positions, we can rightly assume that the ministry has just spent \$22.5 million for the creation of a surplus of teachers, the futility of this exercise is more poignant when one realizes that 5,000 teachers are unable, upon graduation, to work in their chosen profession.

The comments made by the minister a few moments ago that terms of reference will be set or have been set—I am not sure which it is—for a royal commission inquiry into declining school enrolments, are encouraging. Such a commission is, in effect, planning today for yesterday's eventualities. However, answers are needed, and perhaps this effort



will provide some insight into the future. Certainly, declining enrolment has to be of concern to all of us in this room.

I would not like this opportunity to go by without making a couple of comments to our third-party friends. I would suggest, from what I know of that party, that they bring forward every year the argument with respect to equalizing moneys flowing to the two levels in education; that is, primary and secondary. Their position on this subject is well known and has some merit. However, I would be interested to know where they stand on the issue of core curriculum and standards.

Their position on core curriculum seems to me to be rather vague. Their leader has been quoted by the *Globe and Mail* as saying: "Personally, I have never found any evidence at all that standards have fallen over the generation. There is absolutely no evidence that there has been a decline in quality during the 1970s." He further claimed that the minister's plan of October 6 was "a trifling attempt to solve an illusory problem." Does he honestly believe there has been no deterioration in recent years? Does he consider that the changes which the Liberal Party urged upon the government, and which the minister is attempting to implement, were unnecessary?

I would like to conclude by suggesting that I hope to expand on some of these areas of real concern to the Liberal Party when vote items are discussed. I would like to make clear that we see a need for more accountability and more long-term planning in this ministry. We are, in our opinion, faced with a crisis situation. Students are academically unprepared for post-secondary education and inappropriately trained for the job market. There are 5,000 teachers graduating in the province this year at a time when school boards are lowering their teacher complement. Of course, the minister was able to grant a reprieve to special education teachers of the Toronto school board in an 11th-hour decision made during the election, but this kind of ad hoc financing must not be allowed to continue.

School boards will be concerned about grant ceilings, too. We must realize that with the possible three or four per cent decline in enrolment forecast by many different school boards, these ceilings will work out in practice to something considerably less than 10 per cent, because of course we know that the grants are based on the number of students within the system. So if the suggested increase is 10 per cent and the decline in

enrolment is four per cent, you end up with a net of somewhere around five or six per cent.

Of course when you consider the effect that that has on the dollars that the school board has to operate with, when it is at the same time trying to negotiate teachers' salaries which will likely go beyond the five or six per cent, you can see the conundrum that local boards have to face.

With the actual long-range planning, students, teachers and ministry alike could benefit from well-researched, well-thought-out programs. The reality of declining enrolment could have been planned for years ago and would not have been allowed to throw the educational system into the chaos that it would seem to be in this year and this coming year. We must make the most of what we have now and I implore the minister to listen to our teachers' groups, our parent groups, our students, our trustees' association and the opposition and third parties, and hopefully we will work together.

When I was putting these few ideas together I was hoping to be able to zero in on many other topics of concern, but I feel that I have talked long enough. Let me simply make these final couple of comments. I look forward to the newly formed provincial forum on teacher education and laud the efforts of educators and administrators in consulting and co-operating in areas of mutual concern.

I feel there are four areas where much of the minister's energies must be focused immediately. These are the royal commission inquiry into declining enrolments; second, the establishment of monitoring for the proper review of new academic guidelines; third, the implementation of wide-range testing and evaluation procedures and the consideration of the ministry's comment to independent and alternative schools via a select committee in the House.

I think solutions must be found without further delay and that discussion of the Ministry of Education estimates should be a good opportunity for the minister to outline his intentions to solve our immediate problems and help us all to plan for the future.

**Ms. Gigantes:** Mr. Chairman, I checked with you at the beginning as to what are the intentions for the division of time here in the committee. How do you intend operating?

**Mr. Chairman:** It doesn't matter too much, I do not think. Everybody is given an equal opportunity to speak his mind.

**Ms. Gigantes:** Could we make some rough allocation of times?

**Mr. Chairman:** I think the parties would have to agree among themselves. I think perhaps over recess we could talk that over better.

**Hon. Mr. Wells:** I'm sorry, I don't understand what you mean by that.

**Ms. Gigantes:** The amount of time each party would have to raise issues within the time limitations of the committee.

**Mr. Chairman:** We've never done that before.

**Mr. Kerrio:** I'd like to speak to that point—I think it's a point well made. We have in past committees made a reasonable assessment of the time available to each party and a reasonable allocation of it, regardless of how the chairman handled it.

**Ms. Gigantes:** Perhaps we could take the chairman's suggestion to meet and make a proposal.

**Hon. Mr. Wells:** You mean take the 22 hours and then split it up?

**Mr. Kerrio:** Yes.

**Hon. Mr. Wells:** That's fair enough.

**Ms. Gigantes:** Mr. Chairman, I'll plunge into my opening remarks without any preliminaries. My responsibilities as the NDP critic for education are relatively new and I certainly don't feel a complete mastery of the background of the ministry or the current programs of the ministry. Nevertheless I feel I've had enough time to examine and discuss many elements of the processes of the Ministry of Education, and I'll now be able to build on the work of the member for Port Arthur (Mr. Foulds) who so ably filled the role of NDP critic on education over the last few years.

If we take a step back and try to get a sense of perspective on the whole public debate on education in Ontario, we can see that many of the issues on which attention is focused are questions being debated in other public forums across North America. The minister has made reference to that.

In many ways, this communality of issues is helpful to us here in Ontario. It means, for example, that we're not unique in terms of the problems we sense in our education system. We can analyse our difficulties without a sense of hysteria. Our difficulties, after all, seem fairly normal symptoms of the kind of education system set in the kind of society of which we're part here in Canada and on the North American continent. It also means we can share in some of the benefits avail-

able from research and innovation undertaken outside the province of Ontario.

I feel very strongly that we're not now in a good position to be able to take advantage of the possibilities of a balanced viewpoint in our examination of our education system, or to be able to take proper advantage of the work of people involved with other systems. We're not now in that good position because the debate centring on the difficulties of the Ontario education system has been so diverted and distorted, so twisted and tortured, that it misses many of the real issues. Debate has fallen to an abysmal level and we must understand the forces which have led it to this dismal scrum before we can reasonably expect to see public discussion of education in Ontario evolve to a level sufficient that reason, research and common-sense changes can be directly applied to the existing education system.

Without attempting to give a detailed account of past developments, I will mention some of the characteristics of the current education system which are most disturbing. First and foremost is the size and complexity of the system and the sense in which it appears to the public as distant and unapproachable. I'll try to give you some concrete examples from my own experience, both as designated education critic for the NDP and also, I think, just simply as an MPP for a riding in Ontario.

In those roles, I've had phone calls from parents whose children are in difficulty in the school system, and what these parents tell me is that it's easier to come and talk to me as an MPP or to talk to me as an education critic than it is to work through the processes that should exist in the school system for the resolution of those difficulties. I don't think they're making up the kind of resistance they feel in the school system to a working out of their problems and their children's problems, and I think that what I feel in my office is a symptom of the kind of distance I described, a kind of alienation that parents feel from the education system.

One woman in particular, describing to me how she received reports on her teenaged son's involvement in the school system, described going to a meet-the-teacher night in which she, as a parent, was supposed with other parents in one of the best high schools in Ottawa to be able to discuss how her child was doing in a particular subject. She came to a table where the teacher in that subject had a computer printout. The teacher looked up at her, was given her name and the name of the son, and went down the computer printout with a ruler to be able to identify the very small mark that was asso-



ciated with the child's name. "Oh, yes, I remember Colin," she said. "Yes, he was all right."

That kind of interaction between parents and the school system, a conscientious parent with a son whose career in school she followed very closely, is not good enough. And it's happening back in the high school system of Ontario.

[5:00]

The other kind of problem that has come to my attention, and it's fairly widespread, is parents who come to me and say, "I'm being told my child is doing well. I know that's not true. My child is not able to read properly." Time and again, parents will say: "I've gone to the teacher and I've gone to the principal. I'm being reassured, but I know my child really doesn't have the grasp on basic mathematics. I know my child is really not able to read at the level I'd expect and, in fact, the level that that child deserves to have, considering his or her level of capabilities."

A second major problem area that I've felt since I took on the role of the NDP critic on education, is an alienation and, I think I have to use the word "fear," among teachers who are in our education system. The result of that alienation is a kind of defensiveness and aloofness dealing both with the education system itself and also with parents who approach the system attempting to find out the process through which their child is going. I think we can identify some of the causes of that alienation and fear, and we have to judge at this point in time that ribbon timetabling from the mid-school level has created more problems than probably it's worth.

I think in particular of kids at the beginning level of high school who are being shifted from class to class when perhaps the degree of sophistication and specialization from a teacher is not nearly as important as the association with a good teacher in a home classroom. I think of one example, and this is perhaps an extreme example, of a 14- or 15-year-old I met who told me that because of a semester system in her high school it was possible for her to take physical education for three months in September of one year and then not take physical education again until the spring term the following year. That doesn't make sense to me. It didn't make sense to her and it didn't make sense to her parents but that's the way it worked. When we get to a situation where in our high schools physical education is not a continuous thing but on a semester program and there is ribbon timetabling as a further

complication in terms of the child's involvement with the subject, then we might as well get rid of physical education. What does it mean?

I think another reason for alienation and fear among teachers is the enormous number of pupil contacts they are now making under ribbon timetabling. Teachers are faced with 200 or 250 students a week. When one visits a high school, one finds teachers who simply do not know the names of the children in their classes, and one cannot really fault them. It's quite impossible for a teacher to operate well in a situation where a teacher has that many pupil contacts in a week.

It also means that in a great many subject areas it's very difficult for teachers to assign assignments which will need a fair amount of consideration in terms of marking. In a situation where you're having 200 or 250 pupil contacts a week, you can't assign weekly assignments to all those pupils and there's no easy way of rotating the kind of assignments so that as a teacher you can manage to allocate your time and make sure that pupils are getting the kind of attention on assignments they need.

Another cause of alienation among teachers is the fact that in our high schools today in a great many situations the principal is a person who spends most of his or her time and energy on administration instead of being someone who knows the students as in the good old days—and I really do tend to think of this as a feature of the good old days. I don't think the past in education was the good old days but this is one feature that I think was valuable.

It was a feature where the principal actually could get to know a number, most perhaps and maybe all of the students who attended the school. The principal had the role of overseeing and aiding and evaluating the work of teachers and overseeing the programs of individual students who were running into individual difficulties.

The fourth kind of problem—maybe it's the fifth; I haven't numbered these items—that I see for teachers in the current education system is that they are constantly faced with a public which doesn't seem to understand the changes that have come to the education system. I will simply note that as a fact now. I think they feel that way. I think they feel very defensive because they feel that way. I will try to treat that subject again later.

In terms of major problems the last, but certainly not the least problem that I see, looking at the education system in Ontario, is that in many ways it is failing the children. I think that in spite of the denials by the ministry and denials by teachers in some



cases, we have enough evidence to be able to say that children in far too many cases are not getting the educational skills they deserve to have.

The basic language skills that a child deserves to have, and the basic ability to handle figures that a child deserves to have coming out of—I'd start judging that at the elementary school level—are not adequate. They are not being adequately provided by our school system, and I don't think there is any way we can deny that. I think it is the problem we have to face.

These are difficulties. All of these major areas I have tried to identify are areas of difficulty for which the government must take responsibility. There is nobody else who can, and the government must take responsibility.

Our public discussion of these problem areas has been inadequate and I think still is. We hear references to programs called the three Rs, back-to-the-basics and a lot of talk—even some organized parents' groups are convinced—that what is called a "healthy dose of old-fashioned discipline" or even "old-fashioned religion" is what the school system needs. I don't believe that, and I believe a lot of the low level of discussion that we have currently in Ontario must be blamed directly on the Liberal Party.

I will proceed to tell you some of the things for which I would like to blame the Liberal Party. It has been very difficult; I think, for a party like the NDP to join into a meaningful debate on education when there is a party which has constantly indulged in semi-hysterical, tough talk and a great many irresponsible proposals for what should be done to "shake up" our education system.

I will give you a few examples that have been thrown out over the last few months, or I guess it is just about one year now, by the leader of the Liberal Party. They have dazzled all of us, perhaps more than they would have because of his background, which makes it so difficult to understand how he makes such proposals.

He suggested a year ago that what we needed in our school system was more competition, and that our school system was really failing the children, particularly immigrant children, because traditionally immigrant children and children in general have been able to integrate properly into our society by dint of a competitive school system. A very healthy dose of competition was needed. It conjured up in my mind the thought of—you'll forgive me, Tony—

little Italian boys fighting it out in the schoolyard to decide who is going to become the gang captain.

**Mr. Grande:** I'll forgive you this time.

**Mr. Drea:** Some of my best friends are. I may not.

**Ms. Gigantes:** The second kind of proposal we had from Dr. Smith was this kind of harping on the need to test, test, test, test. We are hearing now from the Liberal education critic a much more calm kind of approach and I must say it has been rather welcome to listen to the statement we have just heard from the Liberal critic on education. Perhaps we can expect some modification in their policy.

I think he has attempted to put the idea of evaluation and testing in some kind of reasonable perspective, in which he acknowledges that every time you test, what you are doing is setting up a criterion for your course, whatever it is. If you set up a certain kind of exam, invariably your course of study is going to be directed towards having pupils pass that exam. I think that for the first time we have had a recognition from the Liberal Party that this has to be done in a very sensitive way.

**An hon. member:** We will straighten him out.

**Ms. Gigantes:** I think the ministry has accepted that in the kind of procedures it has been going through towards the development of a core curriculum. However, in the past, what we have heard from the Liberal party, and Dr. Smith in particular, is that we should have province-wide tests beginning at the grade three level. What happens if you fail at the grade three level?

Surely, this is a semi-hysterical approach to a subject which is very serious. I consider it almost a facetious approach. I found it very difficult as an NDP critic on education to be able to join in a political discussion where one party is proposing such foolishness.

The latest kind of proposal we had from Dr. Smith in terms of how to change our school system creatively was to put up walls in open space classrooms. Again, I fail to be able to take that kind of notion about how to change the Ontario educational system seriously enough to dare to join in. Once you start discussing items like that, you have lost a grip entirely on what are the real problems in terms of our education system.

I think on the whole the Liberal Party over the last, let's say, two years, and particularly in the last year since Dr. Smith became the leader, has to bear a large

responsibility for what I consider to be a very low level of discussion in public among the politicians of Ontario on the subject of our Ontario education system.

On top of all these kinds of proposals, we have had a kind of generalized and vague roaring in the background from the Liberals about costs. I note with delight again that the current Liberal critic on education seems to have tamed down the kinds of roars that we used to hear from Robert Nixon—and I am sure we will again—and also from Stuart Smith. It seems to me there is finally a recognition from the Liberal Party that if you are talking about quality education you can't talk about that on the one hand and on the other hand scream wildly and vaguely about costs—chop here, chop there, chop everywhere, but let's have quality.

I would like to pass from that side of the kind of inane discussion I think we have had over the last two years about education in Ontario, to the responsibility I think the government has there for the low level of discussion. I think the reaction by the minister and by the ministry has been one of basic defensiveness and a lot of waffle.

The kinds of studies we have had recently delivered to us as we prepared for the education estimates reflect, I think, the general level of studies that have been presented to us from the ministry—either consultant studies or staff studies. They do not contain the kind of information that I think we need to have to make some very basic judgements about how to reshape our education system.

### [5:15]

While we've been presented with vast piles of paper—most of which leads to no conclusion, and then requires a follow-up motion of setting up committees of review and then a committee of design of program and then a committee of design of evaluation, and so on, and so on, and so on—what we've seen from the ministry has been an attempt to put back problems, to say, "No, there isn't a problem. Yes, we've got a study on. Look what our study says: 'There's no problem.' Then we'll have a committee that will study up the no-problem," and so on.

It's just been a very frustrating process to try to follow, as a party which has been concerned with a reasonable coming-to-grips with what we feel are very actual, as the French would say, very real problems with the education system.

There has also been on the part of the ministry, and even on the part of the min-

ister, a kind of attempt to shift the blame for public criticism to the ignorance of the public. Frequently what we've seen either from the minister or the ministry are very defensive kinds of claims that there are no problems, and if there are problems, it's simply because the public does not yet understand what the education system in Ontario is trying to do and how it's trying to go about it.

In some cases one even has it suggested, and I find this more at the front line in the school system than in dealing with administrators in the ministry—which may be because I've had very little contact yet with the administrative personnel of the ministry—there is a kind of tendency to say that somehow parents have failed their children. I have had a school principal shout at me that the parents who are criticizing the school system are parents who don't give their kids proper lunches and don't put them to bed at a good hour. I've had a board member nodding while that shouting went on.

I consider that a very defensive reaction. I think it's the kind of reaction one can expect from a person who feels squeezed on both sides and who is also told by the ministry that it is appropriate to think that the public is ignorant. I think if the public is ignorant of what's happening with the Ontario system of education and what changes have taken place and what changes we should be looking for, then the ministry has to bear a large part of the blame.

I'll take one example immediately on the subject of core curriculum, to which the Liberal critic alluded and the minister has spoken. I think the whole discussion of core curriculum over the last two years in Ontario has resulted in something I have to end up feeling is a kind of a hoax. We have a lot of noise and brouhaha for month after month after month after month from the Liberals about how our high school curriculum has become nothing but a series of basket-weaving courses. We in the NDP have been concerned about the kinds of effects you see, for example, in a core subject like English when you get into heavy ribbon timetabling and an enormous number of teacher-pupil contacts and the inability of teachers to assign work because there isn't time to correct it properly and comment on the work.

But this is very different from generalized screams—which we've heard from the Liberal Party—about core curriculum. For month after month after month the very real prob-



lems, which I'm sure the minister and the ministry and all teachers and all parents can identify, were denied by the minister, by the ministry. "No, there is no problem with our curriculum," month after month after month, question after question. I'm sure it's defensiveness.

Then all of a sudden last fall we get an announcement which the Liberal Party immediately greets with jubilation and cries "Victory!" It comes from the minister and he announces they are going into a crash program of developing a new core curriculum at the junior high school level.

To take one of the specific and perhaps most glaring examples of that core curriculum development program and how ludicrous it is to suggest that it's possible to have a crash course of core curriculum development, we can look at the mathematics program that's been worked on now since last fall. In fact, the work on the mathematics program, as far as I can understand in checking back with people who have been involved in it, began before last fall. Some very basic documents that would be central to the discussion of the development of a new math core curriculum were already prepared and being discussed in the academic world and by groups of teachers across the province.

What we hear finally this spring from the minister, after a lot of pressure on teachers who were involved in the writing program—and there was a lot of pressure of time involved in that writing program—is that they finally managed to convince the ministry that more time had to be taken. I think the minister and the ministry probably knew that in the first place.

I find it distasteful that this whole program was begun with such fanfare and such wild applause from the Liberal Party. I think the minister and the ministry probably knew all along that it would take until 1979 before we had a new math curriculum because that's how long it takes. The ministry knows that. It takes that kind of time. If the Liberal Party doesn't know it, then it should trace back the steps in the work that was done, particularly on the math guidelines. It may take even longer.

That's the kind of work you have to put into a well-researched, well-implemented program. That's the kind of time you have to take to redirect your teachers, give them a chance to incorporate new approaches to the whole subject matter and to give them some of the classroom skills they are going to need to properly implement a program. Anybody who thinks it can happen any

faster is just playing games. You are not serious.

I was very irritated by the way the ministry went along with what I considered to have been a hoax on this whole question. I think that we are going to find, come 1979 and the implementation of the math program, a lot of teachers who still will object because there hasn't been enough time still in 1979. We will find a lot of parents who were not at all prepared for the kind of changes there are going to be in that math program.

When you say to a parent in Ontario today that we are going to a core curriculum in math in the junior high schools, I'm sure most of them, like me when I first started to reflect on it, think that means they will be doing lots more of the old traditional math. In fact, that is not at all what is being worked on in those guidelines-writing committees.

The whole proposals, which I spent some time trying to follow up and understand, are most exciting proposals for changing the approach in teaching mathematics to kids in our high schools today. It is going to be a very new kind of experience for the children. It is going to be something that parents will have great difficulty in understanding. Because there is not any preparation going on now and there hasn't been a really open discussion led by the ministry about the process involved in developing such a core curriculum in math and changing a core curriculum in math, there is going to be negative reaction, which is unnecessary.

It would help if right now the ministry would begin to discuss publicly what is involved, the realities of creating the kind of math program which is slowly developing through the work being done; if the ministry would now begin public discussion of what we are after in this province in changing our attitudes towards the teaching of math and the kinds of things we want our children to be learning at that level in high school, what kind of skills we expect them to come out with, all the new developments there have been in terms of changing away from number manipulation in the teaching of mathematics to the whole developing of skills of children to be able to handle figures in a modern world, thinking about what uses computers can be put to and learning enough about basic skills in handling figures to be able to take advantage of adding machines.

There is an enormous reaction to adding machines building up in Ontario. There's no need for that if the ministry would encourage open discussion in Ontario about how we



use adding machines, or calculators, in schools.

We have to begin talking to parents who, after all, have never had the kind of experience that would lead them easily to understand what kinds of skills their children deserve to get from our high schools in 1977 and through the next few years. We have to begin—and I really feel this is a ministerial responsibility—to inform parents about what those changes are, how the changes get created, what the process is, how teachers have to be retrained and redirected.

Teachers themselves, I think, have to feel a much more open part of the whole process. Again, I will cite the math core curriculum writing exercise as one in which teachers were much too heavily pressured by time and this false constraint of urgency which was put on the whole program.

Let me give you another example which has irritated me. Education Week was in April across Ontario. I can't remember exactly how we celebrated it in the House but probably, if I looked back in Hansard, I'd find the minister rose and announced that the coming week was going to be Education Week and he was delighted that parents, teachers, children and so across the province of Ontario would be meeting together and there would be special events across Ontario and so on.

In Ottawa-Carleton on April 13 there was an ad in the newspaper; it said there was going to be a public meeting in preparation for Education Week, sponsored by the ministry offices in Ottawa-Carleton, and the meeting was going to be held on April 14. It was not a huge ad and there was no other direct communication, as far as I can find out, with parents' or other groups.

I don't know who, if anybody, the ministry in Ottawa-Carleton got in touch with, because one very active group of women who meet regularly to discuss early childhood education in Ottawa found out about the meeting by accident. Seven of them went to the meeting. There were 28 other people at the meeting. There were four directors from four school boards at that meeting.

The first half-hour was taken up by a slide show which didn't excite anybody very much. Then there was something like three-quarters of an hour devoted to what was called public discussion, in which the public in attendance was permitted to ask questions, at the end of which they were told the tape-recording machine for the event had run out of tape and the discussion would end. One of them got up and said: "Well, I don't care if the tape recorder is broken. If

these four gentlemen are here, I'd like to be able to ask them some questions."

Here's a ministry which, in all its brochures and in a very lovely way, professes openness and a desire to communicate with the public and to have the public understand the education system and so on, but when I look at what really happened in a meeting like that, which is supposed to be a public meeting in which you're supposed to have the public able to communicate directly with the directors of four boards of education in Ottawa-Carleton, I've got to say there really is some breakdown there.

On the whole, I think one would have to say that the ministry is not open. In a lot of ways I don't think the ministry has been honest, and I think in a lot of ways we have to judge the ministry as being not responsive to the public. I think that when teachers are working in conjunction with a ministry which lacks qualities of openness and some qualities of honesty and responsiveness, then the teacher's role itself is undermined. [5:30]

If we turn to what kinds of solutions we should be looking at in Ontario in 1977, for the difficulties that we see in the system of education, one of the first things we have to do is admit those difficulties. It would be very nice for a change, from this government, to have an open admission—not a confession, simply an acknowledgement—that there are areas of difficulty in the education system. I think that we need from the ministry some commitments.

I think we need a commitment to reduce class size at the preliminary level. I can think of no other single thing that's more important to the solution of the problems of the Ontario education system, and to the easing of the difficulties that our children, undeservedly, encounter in the Ontario education system, than to make a commitment to reduce class sizes at the primary level.

We have spent an awful lot of time in Ontario over the last year and a half talking about the inability of grade 12 and grade 13 graduates to write properly; to be able to read with facility; to be able to handle figures so that they can deal with the world in a way that, for example, employers would require. I think we are tackling that difficulty at the wrong end of the school system. It is in grades one, two and three where children don't learn to read. That is also where they don't learn how to add, subtract, multiply and divide.

I don't think—it is 27 years since I was in grade one—that in 27 years we have lowered class size in the primary grades in our educa-

tion system. There's got to be something wrong with that. I don't believe that 30 kids in a classroom learn how to read. I simply don't believe that. I don't care how many studies or how many flowery phrases this ministry can provide to us, I cannot believe that children are going to learn to read properly in grades one, two and three in classes of 30 students.

I think the second commitment we need from the ministry is a reinforcement of the teacher's role in the school system, and a reinforcement of the teacher's skills in the school system. I had a long discussion with a very impressive man who works in the Ottawa-Carleton school system—he is head of a math department, as it happens—and we talked about how the quality of the school and the quality of the learning process are so very dependent on the quality of the teacher. I said, "How do you organize a system that has good teachers?" He grew very excited. After 25 years in a school system and an excellent record of teaching, he grew very excited. He said nobody had ever asked him that before.

He thought about it and said, "I'd really like to give each classroom teacher \$100 at the beginning of the year and say, 'Use that \$100 for the teaching aids you think you should have, without going through any bureaucracy. You don't have to account to anybody for it. Here's your \$100.'" He said, "It's not much, but it would mean a lot to teachers."

The second thing he said was, "Instead of having all these professional development days, I would like, if I could, to order all the math teachers in Ottawa-Carleton to a summer camp for three weeks where we could talk about teaching and about the teaching of mathematics. That should be part of our job. We should do it in pleasant relaxed circumstances, but we should be talking to each other more about the teaching process, and learning from each other about the kinds of innovations we can incorporate into our classrooms, and the different kinds of approaches we can be taking."

I left the meeting with him feeling that if after 25 years a man of that calibre—a teacher, a professional—can get that excited when somebody asks him and it was really such a reasonable notion, "How would you go about improving the system of quality teaching?" then I think we should be asking more.

We need also from the ministry a genuine commitment to genuine communication with the public. I've talked about what that means and how I see it. We need from the minis-

try—and I will mention this, although we will be raising specific questions on specific items as these estimates proceed—a genuine commitment to the provision of special education facilities for the thousands of children in Ontario who must have them. That's all I have to say now.

**Hon. Mr. Wells:** I'd just like to make a few comments. I welcome the comments of the education critics from both the Liberal Party and the New Democratic Party. For both this is their first time out in the committee discussing these estimates. I think they've come forward with a number of helpful suggestions. We can approach the questions as we work through the estimates rather than my trying to isolate them now. I think that that would probably be the best way of handling it because obviously we've covered all the topics that are dealt with in the estimates.

I was just trying to think of a quotation, I guess of C. D. Howe, who said in the House of Commons once, "This discussion is beginning to degenerate into a debate." That may be what is going to happen.

I want to say to my friend, the critic from the New Democratic Party, that she said twice in her comments that this ministry lacked honestly and that we lacked the qualities of honesty. I'm going to give her the benefit of the 22 hours here to put on the table where she can substantiate those charges and, if she can't. I'm going to ask her to withdraw those charges at the end because I view that as a very serious charge. I can take a lot of other things. She can call me things and so forth. But she said this ministry lacks qualities of honesty. I think that's absolutely untrue.

As I say, I'll give her the 22 hours of debate here. If she can table and document them, I'll be glad to let that statement stay. If not, I believe at the end of these discussions, Mr. Chairman, you should ask her to withdraw that statement from these particular proceedings. I'm sorry I have to bring that up at this time but I really think it has to be said.

**Ms. Gigantes:** Mr. Chairman, may I reply to that? I wonder if the minister means that I have to convince him?

**Hon. Mr. Wells:** No, you have to indicate in chapter and in verse where you think we lack the qualities—

**Ms. Gigantes:** I just did, on the math guideline program.

**Hon. Mr. Wells:** No, you didn't on the math guideline program. You better wait until we have our discussion on it. If you



think after that that we lack honesty, then I'll be glad to let the charge stay. But I think you have not substantiated in my mind or in the minds of a lot of people here that we lack honesty in this ministry.

**Ms. Gigantes:** I don't expect to be able to substantiate in your mind or in the minds of many of the people here.

**Hon. Mr. Wells:** Then I think if you don't, you should withdraw it, because it's a rather serious charge.

**Ms. Gigantes:** No, no.

**Mr. Martel:** What procedure of the House are you bringing up?

**Hon. Mr. Wells:** On the fact that you're charging that the people in this ministry lack honesty.

**Ms. Gigantes:** No, I did not say that.

**Hon. Mr. Wells:** We'll read Hansard then. Let's read Hansard and see what it says. You said that this ministry lacked quality of honesty. I think that that should be—

**Mr. Martel:** I'd like to know under what rule you're bringing that up, with the greatest respect.

**Hon. Mr. Wells:** I don't care what rule I'm bringing that up under.

**Mr. Martel:** Well, I do. I just happen to believe that you can't try to intimidate a member by saying you've got to withdraw that.

**Hon. Mr. Wells:** You are not supposed to impute dishonesty on other members, and this not only imputes dishonesty on members, it imputes dishonesty on all the ministries of education.

**Mr. Martel:** That's under no rule in the Legislature. You know it and I know it.

**Hon. Mr. Wells:** It's under rules of common human decency, which you wouldn't understand.

**Mr. Martel:** That's a possibility, but don't try intimidating people.

**Mr. Chairman:** Mr. Martel, after all, you're not listed as one of committee.

**Mr. Martel:** Well, that might be the case, but he's still not going to get away with that nonsense.

**Hon. Mr. Wells:** That's all right, but I'll always remember the letters you wrote me away back seven years ago and you haven't learned since.

**Mr. Martel:** I can remember the letters I wrote you. That's right. I've got a letter here I want to quote you today. You haven't learned, obviously, either.

**Hon. Mr. Wells:** When you start writing and you continue writing letters full of swearing and so forth, I think it's a pretty bad example for a person who is responsible.

**Mr. Martel:** Would you like to tell the people here what words I used?

**Hon. Mr. Wells:** I'd be glad to get your letters out.

**Mr. Martel:** Go ahead. It was when you were the ComSoc minister. Go ahead and tell the people what I said. You sound like Bette Stephenson.

**Hon. Mr. Wells:** You hold a teaching certificate in this province, but you're not much credit.

**Mr. Martel:** I've forgotten more about teaching than you'll ever know.

**Hon. Mr. Wells:** I never held a teaching certificate, but you're not much credit.

**Mr. Martel:** So don't come around here with your nonsense. Take a look at my rating in the field when I was there. Don't come around here with your claptrap.

**Hon. Mr. Wells:** Anyway, let me continue on, Mr. Chairman.

**Mr. Kerrio:** You said this discussion has degenerated into what kind of a discussion?

**Hon. Mr. Wells:** I said that this discussion was beginning to degenerate into a debate.

**Mr. Kerrio:** Well, it just proves who brought that kind of a discussion to this table.

**Hon. Mr. Wells:** I'm still going to stick by what I said. I'm still going to stick to my charge, or to my statement about qualities of honesty and ask for some substantiation.

**Mr. Martel:** I suggest the minister bring his nonsense in where I did all the swearing. Just bring it in.

**Hon. Mr. Wells:** Listen, I read the letter in the paper.

**Mr. Martel:** You read the letter in the paper?

**Hon. Mr. Wells:** I read the letter in Hansard.

**Mr. Martel:** Bring it in, all the swearing you said I did.

**Hon. Mr. Wells:** I'm not going to punish this committee by anything you said. You bring it back in. The letter was a disgrace from a member of the Legislature to another member of the Legislature and that's the kind of letter you write from time to time.

**Mr. Martel:** Nonsense.

**Hon. Mr. Wells:** Let me also say, Mr. Chairman, that I take great exception and, heaven knows, I'm no apologist for the



Liberal Party, but I take great exception to them claiming that I have stolen their policy and introduced it, because it certainly was not the case and is not the case.

I really take exception to the suggestion that we have had, in this last year, a very low level of discussion on education in this province. I think that that charge would be only upheld by about 10 per cent of the population of this province. I think, in the last year, we have had some of the most enlightening, stimulating discussion on quality of education in this province. Sure, a lot of the stuff that the Liberal Party has brought up I think is nonsense too. I think they've gone too far in certain areas, but I'm not saying that has contributed to a low level of discussion. Everybody is entitled to a point of view.

Even Michele Landsberg said that the public school system of this province was a disaster. I forget her words—I wish I had her quotation here—but she repudiated the public school system. She has a right to say that. Stephen Lewis has a right to send his kid to Upper Canada College because he doesn't like the public school system. The Liberal Party has a right to say what they want to about the public school system and you have a right to say that we've had a low level of discussion. But I think I also have a right to say that I think we've had some of the most stimulating discussions with a variety of points of view in this last year than we have had in a long time in Ontario.

Stephen Lewis many times has stood up and said: "I wish we could be discussing educational matters rather than always discussing collective bargaining matters." Thank goodness, in the last year or so, we have discussed educational matters rather than collective bargaining measures. We've discussed core curriculum. We've discussed parent involvement. We've discussed mandatory subjects. We've discussed whether the basics are being taught. We've discussed the things that the people of this province wanted to discuss and the teachers of this province, and by saying that we have had—

**Mr. Grande:** But you show me the changes that have resulted.

**Hon. Mr. Wells:** Just a minute now, let me finish. When you say we've had a low level of discussion, you are not only casting aspersions upon what the Liberal Party has said, what I have said, you're casting aspersions on the kind of contributions to the educational debate in this province that the OSSTF has put forward, the Federation of Home and Schools Associations has put forward, that the trustees have put forward,

that OISE has put forward, that OECA has put forward, that everybody's put forward. We've all had our comments on the educational scene and I have to say they haven't been at a low level. They've been very stimulating and I think the public has found them so.

[5:45]

You further said that you were fed up getting the kind of wishy-washy reports that the ministry has put out. What you're saying is that you don't want any more of the Ross Traubs, the Howard Russells, the Alan Kings, the Cicely Watsons, the Doris Ryans, the Ed Wrights, the Merle Wahlstroms, on and on, the Clyde Becks, who have been putting out excellent reports on facets of our educational system, and we've been paying for those and sponsoring them and making them openly available to you so that you can read all about them.

You know, when I look at that kind of statement and those kinds of statements, who is really being honest in this whole debate? Who is being honest? Let me just ask you that.

All right, you can try to put forward your point of view as we go forward, but let's have a little respect and honesty and let's remember that a lot of people are trying to do a lot of things in the education system. I think, perhaps, you sank to a low level in your opening statement by suggesting that a low level of discussion on education had been reached this year. If that is only my opinion, so be it only my opinion. But I feel my opinion more represents the opinion of the people of this province than yours.

On vote 3001:

**Mr. Sweeney:** Mr. Chairman, I'm not sure where I can properly bring up the issue I want, because in my judgement it is not contained in here. Perhaps I can apply it to a topic which is called "transfer payments," because perhaps that is where it should be. I'm speaking of the whole issue of children with severe learning disabilities in this province.

**Ms. Gigantes:** Mr. Chairman, which item?

**Hon. Mr. Wells:** That should be special education, really.

**Mr. Sweeney:** The difficulty is that the area I wish to refer to isn't listed under there, and what I want to refer to is funds going out from this ministry to pay for the cost of children with severe learning disabilities who have to get their education outside the province. At the present time, as the minister is well aware, this is handled by the Minister of Community and Social Services

through its rehabilitation branch. I admit at the beginning that I am somewhat at a loss as to where to bring it in, and that's why I felt it might be proper to bring it in under transfer payments.

**Ms. Gigantes:** Mr. Chairman, could I suggest that we proceed as best we can through the items in the order in which we have them presented to us in the estimates, and if a member wishes to raise the question of the transportation transfer costs for special education purposes, that we refer to that under discussion of special education in the second major vote.

**Mr. Chairman:** Item 5.

**Ms. Gigantes:** That would be vote 3002, item 2.

**Mr. Sweeney:** It is under main office.

**Ms. Gigantes:** I had some questions I wanted to raise in items that come before that in the estimates and I would appreciate a chance to do that before we move on.

**Mr. Sweeney:** Mr. Minister, if you feel more comfortable in leaving it to special education, I would be quite prepared to do it. It is the aspect of the issue I want to draw to your attention.

**Hon. Mr. Wells:** I think that would be the place, Mr. Chairman. If there were to be any different funding and so forth it would be either under special ed., or if it was done by school boards under the school business, it would be in the general legislative grant vote, where all the moneys that go out to school boards are paid.

**Mr. Martel:** Policy would come under main office wouldn't it?

**Hon. Mr. Wells:** Yes.

**Mr. Martel:** He is talking about a policy.

**Hon. Mr. Wells:** Not really, no, policy comes under each of the different votes that you come to in dealing with that subject.

**Mr. Martel:** It's not in there—that is the trouble.

**Mr. Sweeney:** I'm having the same difficulty, Mr. Minister.

**Hon. Mr. Wells:** It is in the general area of special ed. I certainly would be prepared for it then and we will have all our people here at that particular time on special ed. I think that is the best place to deal with it.

**Mr. Sweeney:** Okay, except does the minister understand that my concern is not the moneys that are presently being directed to school boards for the work they are doing in this area?

**Hon. Mr. Wells:** I understand.

**Mr. Sweeney:** That's not questioned.

**Hon. Mr. Wells:** No, I understand, you are talking about the moneys that are now paid by Community and Social Services, and I presume you want to suggest that we pay moneys the same or something like that? I would feel that would be the adequate place to discuss it.

**Mr. Sweeney:** I am prepared to leave it then, as long as when we get there it doesn't get scuffled off again.

**Hon. Mr. Wells:** No. We all agree. We'll give you that opportunity. If the NDP is agreeable, then it's fine with me.

**Ms. Gigantes:** Mr. Chairman, on vote 3001, item 1, main office, I understand that includes the accounts for the Council on French Language Schools. I wonder if the minister could speak himself, or have the ministry representative from the council speak to us briefly, on the intention of the ministry on the subject of setting up legislation so that areas with a large number of French-language students would be able, by some automatic procedure, to establish French-language schools. Here, I am thinking of the kinds of debates that we have had in various areas of the province—in particular the long and prolonged debate in Essex county about the building of a homogeneous French-language high school there—and whether the ministry or the council has suggestions and proposals how to structure legislation so there would be an automatic right of a French-language population to the building of a school.

**Hon. Mr. Wells:** The Council on French Language Schools is located in item 1, the main office item of vote 3001. I'd be happy to—

**Mr. Kerrio:** Isn't that the same kind of issue where we can deal with that specifically somewhere?

**Ms. Gigantes:** It is the Council on French Language Schools about which I am inquiring, and it comes under the main office vote.

**Hon. Mr. Wells:** It is on pages 9 and 10 of the book under the first vote.

**Mr. Kerrio:** The mandate.

**Hon. Mr. Wells:** Mr. Chairman, that particular matter is one that we are still studying. I hope to bring in amendments to The Education Act in the fall, when we are back for a full sitting or an extended sitting after our adjournment. It is one of the issues that we are looking at. I can't tell you whether we are going to do it or not. There are problems in putting it into the kind of wording in the Act that will be effective now. I think we see that even in the Essex situation,



where some people say they want a new school, some say they want a converted school and some say the programs could operate in an existing school. Obviously, in the Essex situation, a full French-language school is the solution, certainly as far as a lot of people are concerned.

If you get around to the kind of legislation that is being suggested, you have to arrive at a number that would be adequate to suggest for an individual school. For instance, the kind of numbers that have been suggested, say 250, would that be a viable school on its own? If that is so, there are five or six schools anyway, perhaps more, which are less than 250 now but which are individual homogeneous French-language schools. If you put it too high, people may say that's too high.

All I am doing is illustrating to you some of the problems in trying to put it into legislation. Basically, I don't disagree with the idea of having general legislation in this area. What we are doing is looking for ways to put it in that will be equitable and fair.

**Ms. Gigantes:** Have you had suggestions from the university teachers on this? I believe there has been an attempt—I am trying to remember exactly the timing.

**Hon. Mr. Wells:** No, we haven't had any from university teachers.

**Ms. Gigantes:** I am wondering if the Council on French Language Schools has taken any interest in the proposals that have come from the review of Ottawa-Carleton regional government for the creation of a French-language board in Ottawa-Carleton and whether consideration of establishing a French-language board in Ottawa-Carleton might be extended to other areas of the province where there would be similar cause.

**Hon. Mr. Wells:** We have a subcommittee being chaired by Mr. Roland Beriault, who is quite familiar with the Ottawa area and who is on the Council on French Language Schools—a sub-committee that's studying it. They haven't presented any report to the full committee yet, and they are still studying it. As you know, there are larger problems connected with that particular recommendation than just the one, and they all interrelate. As I remember it, the Mayo report first of all suggests the extension of aid to grades 11, 12 and 13 in the separate schools and, given that premise, then puts together these other boards. Without that fitting together with the boards, it is a little hard to get any kind of agreement on the way you should do that.

**Ms. Gigantes:** How does the ministry approach this? Does the Council on French

Language Schools look at one aspect and the ministry as a whole look at the extension of funding and the possibility of pooling industrial commercial assessment within the four boards?

**Hon. Mr. Wells:** Yes. The total Mayo report—we have asked for people to comment on the educational aspects and the Treasurer (Mr. McKeough) has asked for the municipalities to comment on the Mayo report. We will then all be pooling our ideas together. The Council on French Language Schools will be giving its input insofar as that board is concerned and other French-language matters are concerned. Then the government as a whole will be developing a position on all those matters, but we aren't very far along in the process yet.

**Ms. Gigantes:** Is the Council on French Language Schools considering two other items which have been widely discussed among the francophone community in Ottawa-Carleton and I presume in other areas? One is the creation of a credit course in religion.

**Hon. Mr. Wells:** Yes, the ministry as a whole is considering that—the creation of credit courses in religion. The only thing that has held us up in that, and I think I indicated in the estimates a year ago—if I didn't, I could have if I had been asked—is that we are not opposed to credit courses in religion. The only thing is, we feel that if we offer credit courses in religion, it should be equally available to both the separate school system and the public school system. It's easy to write the guidelines for the credit course in religion in the separate school systems or in a French-language school. It is not as easy to write what should be a credit course in religion in the public secondary school system. At this point in time we have been stymied or held up because of that development.

**An hon. member:** You have got enough option courses.

**Hon. Mr. Wells:** I know we have got enough options but we have got even some options that you or I or others might not like as a credit course that might be suggested. Yet if we didn't accept them, we might be accused of discrimination, and that's part of the problem. It's that equal credit that could be given to the public school system. I think the Council on French Language Schools has recommended to us that in the French-language schools this should be done.

**Ms. Gigantes:** And is there an intention on the part of the ministry to implement that recommendation?



**Hon. Mr. Wells:** As I say, not until we can find an answer to the other part of it.

**Ms. Gigantes:** I see. Could I also ask if the Council on French Language Schools has made any recommendation to the ministry concerning the question of whether English should be a mandatory subject in French-language schools?

**Hon. Mr. Wells:** Yes, the council has suggested to us that français be a mandatory subject in the French-language schools, but as I recall they then thought the mandatory English should be taken away.

**An hon. member:** Should remain.

**Hon. Mr. Wells:** Oh, should remain. You see, anglais is mandatory now—not just by curriculum guideline as all the other mandatory subjects are in secondary school, but actually in The Education Act. It provides that they have to take anglais. But the Council on French Language Schools and most of the groups—the trustee and teacher groups—have asked us to make français a mandatory subject particularly when we made four credits in English. Now the council has suggested we leave the English and we take the French. That would mean eight credits plus the others for those in French-language schools.

**Ms. Gigantes:** I joined in some meetings in Ottawa of various francophone groups in the area which I believe have made presentations to you on the subject or are about to. Again I'm not sure exactly of the timing, but one of the concerns expressed in those meetings was that there is an inequality in the French-language schools compared to the English-language schools, because in our English-language schools there is no need for a student who is going to a junior or a senior matriculation—I still call it that—going through the school system to have credits; in other words, it is not mandatory to have a French-language credit if you are an English-language student.

This can make some sense for students who do not particularly have language skills—and there are many; much as we would like to see everybody become bilingual, some people are not going to become familiar

enough academically with a second language to be able to pass a mandatory course in order to get a high school certificate.

On the other hand, in the French-language schools we require that the French-language student must, as a mandatory item, pass a course in the second language, English, before the Ontario grade 13 is achieved. At the meetings in which I took part, people expressed concern to have their students achieve a bilingual proficiency; and they expect that. They also expect that there will be some students—in fact, I have had a letter from one student who did not have great language abilities; he could pass other courses but, because of a lower level of ability with languages, he felt he was not going to be able to pass and get his certificate because of the mandatory English course. I am wondering whether the French-language schools council has considered these kinds of notions.

**Hon. Mr. Wells:** Do you want to comment on that, Gerry?

**Mr. Raymond:** Yes. We spent a great deal of time, as a matter of fact, considering that very matter. I think it should have been pointed out at the outset that at the present time, 98 per cent of the graduates of the French-language schools of this province graduate with four credits in English and four credits in français. So, from a statistical point of view, it's already a fait accompli.

The matter of the different levels of courses or the impossibility of obtaining an SSGD without the required credits in English was another consideration that the council looked at. But we reached the conclusion that while the requirements imposed the four credits, they also allowed for different levels of difficulty in the area of English and anglais. So you can fulfil the credit requirements with a great variety of courses at different levels of difficulty. Therefore, the recommendation of the council on two occasions has been, after serious and long consultation with the French-language associations, that the four credits in français be required in addition to the nine credits that are currently being required.

The committee recessed at 6 p.m.

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 Van Horne, R. (London North L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

**Ministry of Education official taking part:**  
 Raymond, G., Chairman, Council on French Language Schools







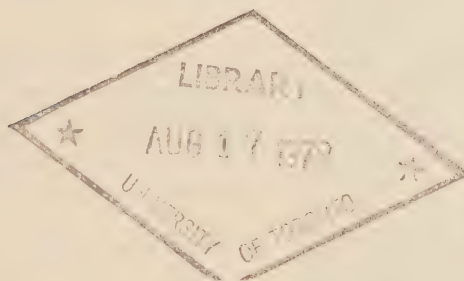


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### Social Development Committee

Estimates, Ministry of Education



### First Session, 31st Parliament

Wednesday, June 29, 1977

Evening Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

WEDNESDAY, JUNE 29, 1977

The committee resumed at 8:10 p.m.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3001:

**Mr. Sweeney:** Mr. Chairman, I just wanted to follow up one question. I understand there was some discussion at one point in time of either the council or the commission—I'm not sure which—acting in an arbitrator's role between a local board and the committee for French-language instruction.

Has that idea been dropped completely or is it still being batted around or where are we at with it?

**Hon. Mr. Wells:** That is the Languages of Instruction Commission.

**Mr. Sweeney:** It doesn't come under this?

**Hon. Mr. Wells:** No. It appears as a separate item. You vote money for it later on.

**Mr. Sweeney:** All right, that's all. I'll pass for now.

**Mr. Roy:** Mr. Chairman, I thought it was understood that when we went on the estimates of the Ministry of Education and we talked about the minister's office generally, we could talk about a variety of things involving the minister. Are we limited now?

**Mr. Chairman:** We are on vote 3001, main office.

**Mr. Roy:** That's the first vote and, generally speaking—

**Mr. Kerrio:** Anything you don't like about the minister.

**Mr. Roy:** Yes, anything we don't like about the minister. I take it we aren't limited to whatever is scheduled. Somebody pointed out that we're at present on page 10, Council on French Language Schools.

**Mr. Chairman:** We went to that but you can revert to whatever you want under main office.

[8:15]

**Mr. Roy:** I would just like to deal generally with some of the things that are of concern to me and I think are very apropos considering the problems we are facing in

certain areas of the province. I suppose the first question I can direct to the minister and discuss with the minister, if we are talking about the Council on French Language Schools, is about policies generally in relation to French-language schools.

The more I look around at what is going on in the province and the more we look at the treatment of Franco-Ontarians in the context of Canadian unity and the problems they are having at present in Quebec, there comes a point where I think more and more the Franco-Ontarian association and the community feel their rights should be guaranteed by laws and that the days are over of just granting privileges by and large and waiting on the largesse of the anglophones. I hate using words such as anglophone and franco-phone, but any way that's become part of our vocabulary, I suppose.

Basically what is happening is that many of the privileges that the Franco-Ontarians now experience are due largely to the open-mindedness or the graciousness or lack of it on the part of the government and the anglophone majority. I think really we've reached a point that if we're serious about the treatment of the Franco-Ontarians we have to give them certain guarantees or certain legislative rights. And there is no right that is as important as in the area of education.

First of all, on the question of schools, if the minister had seen fit in 1973—and I can pull out Hansard for my discussions of 1973—when the government established the Languages of Instruction Commission, which followed the recommendations of Tom Symons in his report and which was created after the 1971 problem in Sturgeon Falls, which was repeated then in Cornwall and which we are now experiencing in Windsor—had he seen fit to follow the directives of Symons and said the decision of that commission would be final, unless it was appealed in 30 days to the minister, at least he would have had some finality to the problem.

One of the ways of guaranteeing the right to education, once they meet certain criteria, would have been to give the Languages Instruction Commission the right of

final decision. In other words, their decision would have been binding unless it was an appeal to the minister and then the minister upheld the decision and so on.

I found it regrettable in 1973 that you didn't do so. The problems I predicted in 1973 have in fact happened, and Windsor of course is the example. I don't want to spend any time on Windsor. I know we'll be discussing that in the House with the bill coming up.

**Hon. Mr. Wells:** Your friends won't come in and talk to you.

**Mr. Roy:** I have no apology to make for my friends. In fact, I understand some of the position that he has taken considering the actions that you people didn't take for a period of eight years. What I want to say to you is that when Symons gave you the way out with his report which came out in 1972, you saw fit not to accept it. You said there would be no problem, that you were going to appoint people to this commission who were very capable and they were going to solve things by way of arbitration.

I tried to point out to you at the time that when people are at loggerheads and when you let this problem fester in a community where it becomes divisive, you just don't solve it that way, when you have on the one hand people who are elected or have to respond to whatever they feel the community was pushing at that particular time. You didn't see fit to do so.

I'd like to know from the minister whether there is any plan to follow the recommendations of Symons back in 1972 and give the right of binding decision to this Languages of Instruction Commission because I can see the Windsor problem being repeated someplace else. Where is it going to be next? Orillia? I suppose that's the next hot spot that's coming. That's one of the problems that I want to bring to the minister.

If I had Hansard here, I could show I was so prophetic in 1973. As a politician, I suppose I could go chest-beating and say, "I predicted it all in 1973 and it happened exactly that way." I say this more out of sadness than anger because you saw fit at that point not to go ahead with what Symons had recommended and despite the problems which we predicted would happen.

The other thing I want to discuss with you while we're talking about the ministry and policy is the rights that are guaranteed by legislation. One of the ways to do it is by doing what I suggested and what Symons suggested; and the Mayo report on the role

and function of regional government in the Ottawa area basically is suggesting the creation of what is called a homogeneous French-language school system just as you would have homogeneous separate school and public school systems, or three systems for the Ottawa Carleton area. Again, you've had representation from the Franco-Ontarian community; even the clergy finally is in favour of that as well in Ottawa-Carleton. And that's something else you should be looking at.

I can't think of a more practical example of the problems we'll have than Windsor-Essex if we don't move in that direction. The school board probably won't build the school; the ministry of Education probably is going to have to get somebody to build it. Can you imagine the kind of administration that school's going to have if it has to be administered by the school board which refused to build? What kind of problem is that going to create in the long term? Even in Ottawa where, by and large, we didn't have any problem in establishing the schools, there's friction all the time on the school board. We even have some trustees in Ottawa who are afraid to speak into the mike because they know there's simultaneous translation going on. It's ridiculous, and I don't think that we should be made to cater to that sort of thing.

The point I'm making is, what are your feelings on the Mayo report recommendation about the establishment of a homogeneous French system for certain areas of the province? I quite appreciate that in some areas it may well be a problem because your system will have to be large enough to make it a practical operating entity; you must have enough students. In Ottawa-Carleton, I doubt if it would be a problem.

These are two of the concerns in the area of education that the Franco-Ontarian community considers to be of prime importance. I'd like to have your comments on whether you're prepared to move in that direction. During the election, as you know, the association of Franco-Ontarians asked every party to publish their policy on certain things. You people responded; in fact, the Conservative candidate who was running against me was for it too. I refer to Gisele Lalonde, who is very fond of you—and I say that in a purely political context.

**Hon. Mr. Wells:** In a political sense. Thank you.

Interjections.



**Mr. Roy:** In fact, I think the minister reciprocates, because he was down there at her nominating convention.

Interjections.

**Mr. Roy:** You should listen to what she says, because she's a very dedicated, capable individual. As a Tory candidate, I don't know.

Interjections.

**Mr. Roy:** In any event, she was one of the persons in favour of this homogeneous school system. She said that if she was elected, she would be fighting for this. I said to Gisele: "Don't worry. I'll help you out. I'll fight for you, Gisele, if you don't make it down here."

I bring these matters to the minister's attention and I'd like to have his comments on them.

**Hon. Mr. Wells:** I'll be glad to comment again. I might point out, Mr. Chairman, that we dealt with all these this afternoon and I commented on them once already. They were raised by the member for Carleton East.

**Mr. Roy:** I apologize. I was up on bills in the House.

**Hon. Mr. Wells:** Anyway, the answer I gave then, and the answer that I would give now, is that I don't think the remedy Symons suggested would solve anything. I think it will only aggravate things. I think that even if we had done what you say we should have done in 1973, we would have been in exactly the same position: We would be back with the bill and the Essex board would have not obeyed the Languages of Instruction Commission. The Languages of Instruction Commission did, in fact, recommend that a school be built. The board decided to build the school and then decided not to build it. They probably would have gone through the same thing and they would have appealed it to the minister. The minister would have been involved. They then wouldn't have obeyed what we've done and we would have been putting in a bill. So I really don't think that that would have solved the problem.

I think the more viable solution, the one that was raised this afternoon and the one we've been looking at, is to continue the legislation. It is something we are looking at at the present time. That is, we now have the rights to a French-language education built into The Education Act. It states there, if you have 20 in a secondary school, 25 in an elementary school, you are entitled to classes in the French language. Those rights are there.

The question we are talking about is whether you have a school or a class, and the kind of school, the kind of facility. Probably

the kind of logical evolutionary amendment is to build into the Act some kind of delineation of when you arrive at the point when you have a separate school rather than a part of another school. That is the kind of thing we are looking at. I indicated some of the problems that you face when you try to decide what the criteria area, but that's the area where we are looking, rather than the Symons suggestion, which is a fairly basic change in policy, of having another body decide on acts of school boards.

You could extend that to all kinds of areas, quite apart from French-language school problems. We have it in the municipal field with the OMB and I'm not so sure that everybody's that happy with it there; that the extension to the school board field of a kind of body to which decisions could be appealed that the people didn't like would be a viable thing. I think we've got along without that and I think we should try to continue to get along without that.

In the situation regarding the Mayo report, we are studying the Mayo report. Input has been asked for from the various boards. The Treasurer (Mr. McKeough) is getting input from the municipalities and when we have all that input, we will then be making some policy decisions. Until we get that input, we've asked all the boards to comment on the report. I think it would be unfair to indicate what our attitude would be, but I did indicate this afternoon that one of the recommendations in there, of course, is certainly not government policy at this time. That is extension of the separate school system through 11, 12 and 13, and a lot of those recommendations all hinge on that also being accepted. That, of course, presents problems to us.

**Mr. Roy:** If I might deal with the last matter first: I could see certainly, part of the recommendation being against your government policy, but of course, that didn't seem to bother your Conservative candidate during the last election. She felt that was not going to be a problem at all. At least she tried to tell the electorate that.

**Hon. Mr. Wells:** Yes, but your policy as stated to me here today is merely that we should have a select committee of the House to study it.

**Mr. Roy:** That's right.

**Hon. Mr. Wells:** You're not willing to say that we should extend the grants.

**Mr. Roy:** No, but what we're prepared to do is very different from what you people did—going to the people and making it an election issue in 1971. What we are prepared



to do is get a committee of all members sitting down together to look at this out of the political context.

**Mr. Ruston:** That's right.

**Mr. Roy:** That's much more reasonable when you're talking about religion or language or something.

**Mr. Ruston:** More so than the Premier (Mr. Davis) standing up the day before the election and saying no additional dollars for the separate school system—

**Hon. Mr. Wells:** Everything you have said is all right except take out those words "out of the political context." A committee of this Legislature doesn't look at things out of the political context.

**Mr. Roy:** Oh, no. Look, we have dealt with very important legislation on all-party committees. I can think of The Health Disciplines Act, we are going to the marriage property Act, all those amendments, and it may be not as contentious—

**Ms. Gigantes:** We work with the Conservatives if we can only get them alone.

**Mr. Roy:** Pardon me?

**Hon. Mr. Wells:** Yes, don't say "out of the political context." Anything this Legislature does is being done in the political context.

**Mr. Roy:** No, no.

**Hon. Mr. Wells:** If you mean out of the political context, you should suggest that we have an impartial commission outside that we will all put it to and then abide by its ruling.

**Mr. Roy:** Maybe my vocabulary is limited. I think you know what I mean. What I am trying to say is that our approach is much different from yours, where you saw fit to make it an election issue. I thought it was very unfortunate that you did that in 1971, but that is water under the bridge.

[8:30]

The second thing I want to say to you is this, in relation to your Languages Instruction Commission, you're saying basically what you said in 1973 at the time we were pushing for you to follow the recommendations of Symons. I'm saying to you that had you accepted the recommendations of Symons, I'll bet you wouldn't have that problem in Windsor. First of all, the Windsor area would not be faced with a bill directed specifically at that area. That, in a sense, is somewhat offensive.

The third thing is that it would be a law like every other law. I mean, some people

talk about local autonomy. Every time we pass a law here in the provincial Legislature in some way we're infringing on local autonomy, but when we set up principles we feel are applicable to all the province and that is a law, basically 99.9 per cent of people are following that law and you would not have needed a bill, because had they refused at that point you would get the courts to do it, you would get an injunction to do it. I'm saying it would not have happened.

The longer you waited, the more the problem festered, the more the sides stood up against each other, the more the barricades were drawn up. This problem has been going on for eight years, so for you to say the same thing would have happened had it been mandatory, or had you followed the recommendations of Symons, it may well have happened if you had sat on the problem as you've done in many other areas.

May I say, personally, I think the minister is a pretty capable fellow but you always study everything to death. That's your problem. The fact is, Tom Wells, that is one of your problems.

**Hon. Mr. Wells:** You may think it's my problem. I do not consider it to be a problem at all.

**Mr. Roy:** For instance, take the question of French-language education for English-speaking students in this province. How many reports have you had on that, as though there was great opposition across the province for you to get these grants from the federal government to teach a second language? To me, that's a typical example of where you've studied something to death and you apparently also want to do it with the homogeneous school system.

**Hon. Mr. Wells:** May I tell you just a little something? The Speech from the Throne in Ottawa announced there would be more emphasis on the school system for French as a second language and so forth over a year ago. There was a new statement from Ottawa last week, but there's been no money forthcoming, no changes in the initial grant regulations and bilingualism regulations. They're still studying it.

**Mr. Roy:** The project in Ottawa, the project of French immersion in Ottawa, who really took the initiative on that? Was it you people or was it the feds?

**Hon. Mr. Wells:** We all took it together.

**Mr. Roy:** Really, your record on that issue is not something to be all that proud of.

**Hon. Mr. Wells:** Let me say this to you, you couldn't have had the money if we had not agreed in Ottawa.

**Mr. Roy:** That's the least you could have done was agree, for God's sake. Then you would have been a bad boy.

**Hon. Mr. Wells:** They gave it to us for two years and then they wanted to cut it out, and only with our very strong representations did we get it extended for the third year, half the amount.

**Mr. Baetz:** Mr. Roy, the federal government has provided a beautiful example of how to introduce bilingualism in this country. That's your government.

**Mr. Roy:** Sure, it should have been introduced at the level of education, but for you to sit there and start bragging about the leadership given by this government in what is done—

**Mr. Baetz:** A little more studying might have helped, eh?

**Mr. Roy:** What are you talking about?

**Mr. Baetz:** I'm talking about Ottawa West.

**Hon. Mr. Wells:** No, he's talking about what the feds have done. If they'd studied a little more as to how they could have done this they might have got a little further.

**Mr. Roy:** I'll tell you something about the federal government and its bilingualism program. I'm not here to defend it but I'll tell you this—

**Mr. Baetz:** You couldn't.

**Mr. Foulds:** How about a little order here, Mr. Chairman?

**Mr. Wiseman:** Albert, you could go in some day and inquire about it,

**Mr. Chairman:** Order.

**Mr. Roy:** Are you guys going to follow this discussion or are you just going to butt in, especially when you don't know what you're talking about?

**Mr. Baetz:** What do you mean I don't know what I'm talking about?

**Mr. Roy:** You certainly don't know what the hell you're talking about.

**Mr. Baetz:** Who do you think you are?

**Mr. Roy:** I come back to the Languages Instruction Commission and I say to the minister, your comment that it would not have worked is flying in the face of the whole practice that we have in this Legislature of passing laws. We pass them on the basis that people are going to follow them, and most people do. If we had had a situation where the Languages Instruction Commission had the right to make a binding

decision, I say it would have solved that situation down there, and it would solve other problems, because people would come to accept it.

**Hon. Mr. Wells:** Okay, let bygones be bygones. Will you make a deal with me?

**Mr. Roy:** You bet. Well, let's hear the deal first.

**Hon. Mr. Wells:** You say people accept the law. The deal is that when we pass that law that says the Legislature of Ontario wants the school built in Essex by the board, get them to build it and obey the law.

**Mr. Sweeney:** Yes, but, Mr. Minister, the problem is the isolation.

**Hon. Mr. Wells:** I didn't ask you that, I just said the law says they will be deemed to have passed a resolution to build this school. Will you guarantee to me that they will obey that law?

**Mr. Roy:** You know I can't do that.

**Hon. Mr. Wells:** Well, what are you talking about?

**Mr. Roy:** What am I talking about?

**Hon. Mr. Wells:** You just talked to me about—

**Mr. Roy:** You let a problem fester for eight years, you get everybody at loggerheads, and then you come along and you say, "We are going to force you to do this."

**Hon. Mr. Wells:** Albert, my friend, I have been involved in that a lot more than you have over the last five years.

**Mr. Roy:** I haven't exactly been sitting around.

**Hon. Mr. Wells:** No, but I am talking about it in a very personal way.

**Mr. Roy:** I appreciate that.

**Hon. Mr. Wells:** Probably more than any of the local members in that area, too.

**Mr. Roy:** I don't know about that. I don't want to denigrate anything that you have done. All I am saying is that you should have followed the general practice that we do every day in the Legislature: We pass laws on the basis that people will follow these laws. You are saying this is one of the situations where had we passed a law, it would have been exactly the same thing as if there had been no law. I am saying that is not common sense.

**Hon. Mr. Wells:** I am saying, let bygones be bygones and guarantee to me that they will obey this law that we are going to pass.

**Mr. Roy:** Yes, but you are asking me something that is idiotic, as though I can influence a board I have nothing to do with.



**Hon. Mr. Wells:** Are you going to vote for the bill, or not?

**Mr. Roy:** You bet I am going to vote for the bill.

**Hon. Mr. Wells:** Then if you are going to vote for the bill you had better stand up and tell the Essex board that we shouldn't have to build the school, it should build the school. That's the law and that's what the Legislature of this province will probably say to them.

**Mr. Roy:** Yes, but at this stage, having let the problem—

**Hon. Mr. Wells:** It doesn't matter, this is the law.

**Mr. Roy:** No, no. Why don't you pass a bill that makes it province-wide right now? Something along the lines I suggested.

**Hon. Mr. Wells:** We'll see about that when the call comes. The problem right now is Essex and building the school.

**Mr. Roy:** Sure, and tomorrow there will be a problem somewhere else. The year before it was Cornwall, and the year before it was Sturgeon Falls.

**Hon. Mr. Wells:** We'll take care of that. All I am asking you to do is to get the Essex county board to obey the law when it's passed.

**Mr. Roy:** My colleagues make a very good point. I just wondered when I saw that bill why you didn't have the guts to say we're going to make it a mandatory law province-wide, once they met the criteria under The Education Act? Why didn't you do that?

**Hon. Mr. Wells:** Because if I did it the way we would have to do it under The Education Act, they would have an opportunity to probably take another two years to go through all the procedures. Unless we had some specific section, as we have in that bill, that exempted and put the Essex county board in a different situation.

**Mr. Roy:** No.

**Hon. Mr. Wells:** I am telling you that is so. I have looked at the way we legislated it.

**Mr. Roy:** That again flies in the face of what the law and the practice is out there. If you have a law which says having met certain criteria—for instance, the Languages of Instruction Commission recommended the school, didn't it? Okay—having met those criteria, you must build. If they don't want to build at that point, then you use the courts. You don't use the Legislature.

**Hon. Mr. Wells:** Albert, in order to do that, you would have to put a special section even in the general legislation that applied specifi-

cally to Essex and said everything that had gone ahead was taken as had happened, and that they were at a certain point, and that they didn't have the opportunity to go back and appeal to the Languages of Instruction Commission and do everything else. It would have to be very retroactive for Essex, just as it is now. Really, we are just arguing over semantics.

If you want that school built, if you really firmly believe in it, if you believe in what the French-language trustees and the French-language associations in this province want, they want that school, they want it built, they want the Essex county board to obey the law and build the school. They don't want me to build the school. All I am saying is that if this Legislature passes it, it is really incumbent upon you and upon me and upon Dick Ruston and upon everybody else to go down and say, "Come on, Essex county, it's done now"—if we pass it; we haven't passed it yet—"You build the school. Not me, You."

**Mr. Roy:** You are not suggesting for a minute that I would take an opposite position to that, are you?

**Hon. Mr. Wells:** No. I'm just suggesting that you use all your great skills to encourage the board—if we pass the bill, and I mean, we are going to have plenty of time to debate it—if we pass the bill now, you use all your great skills of oratory to go down there and encourage them to go out and build the school. That's all I want you to do.

**Mr. Roy:** En français. Let me tell you, I'm quite prepared to do that, but after the sort of mess that has been created by your inaction for a period of quite a few years, it's not going to be that easy. I can tell you that. Some of the things that have happened prior to that time have caused—you know as well as I do because you went through it—well, you weren't the minister during the Sturgeon Falls experience.

**Hon. Mr. Wells:** I've been down in Essex county recently. I must say we had a very orderly time. I was down there for the opening of Education Week. We picked Windsor to open Education Week. We had a packed auditorium and it was a very orderly discussion. Everybody didn't agree, but I must say it was a very orderly discussion and I put forward what our point of view is—that the school should be built—and others put forward a different point of view, but it was all done very orderly.

All I'm saying is that once the law is passed I hope they will build the school.

**Ms. Gigantes:** Because the member for Ottawa East has raised the Languages of



Instruction Commission on this item, and it falls under another vote, I wonder if it's possible to ask a question of the minister at this stage because I didn't expect it to come up right here?

**An hon. member:** The chairman is going to have to make a determination of how we are going to run this thing.

**Mr. Chairman:** Well, if it comes under this vote, I think that's what we should stay with.

**Ms. Gigantes:** It doesn't, you see, It comes under a later vote. It comes under 3003, I believe.

**Mr. Roy:** Does it?

**Ms. Gigantes:** Yes. I'm not objecting. I was simply going to ask, if I could—

**Mr. Roy:** I always thought I stayed in order.

**Ms. Gigantes:** —if we were going to discuss this item here and now—

**Mr. Chairman:** Well, we are discussing vote 3001 and if it doesn't come under that, I would suggest we stick to the item we are discussing.

**Ms. Gigantes:** Well, since the discussion has already begun—

**Mr. Roy:** I could hardly consider my intervention a waste of time.

**Ms. Gigantes:** I would like to ask one simple question of the minister. To reinforce what the member for Ottawa East is saying, is it not true in your mind, Mr. Minister, that a law is not only something that gets enforced, a law is also a statement by a society of its intent. It's a kind of rhetoric of principle of behaviour in a society. It states for all to see, know, become familiar with, accept and implement—and this I think is what the member for Ottawa East is trying to suggest to you in terms of the Languages of Instruction Commission. He is trying to suggest to you that there should be—as when I questioned the council, as I was really trying to get at then—a natural flow from the decision by the commission to implementation.

It should be a question that once the commission has decided the school should be built, then it naturally flows that the school gets built. One doesn't have a situation where for eight years boards discuss the question. That, I think, is the point he is trying to make. It's the use of law not only as a tool of force, but also as a statement of our belief in the society about what we should be aiming for.

**Hon. Mr. Wells:** Yes, but there are two different kinds of laws we are talking about.

One is something in The Education Act that states the point in time directly when the law says you should have a separate homogeneous school. With that idea, I do not find too much wrong. As I say, that is the point we are looking at.

What you are suggesting is that a body, appointed here by the Lieutenant Governor in Council and called the Languages of Instruction Commission, which mediates and arbitrates on disputes between the French-language advisory committee or the English-language advisory committee, whichever the case may be on the school board, should have the right to make a decision, to arbitrate—just as an arbitrator in a collective bargaining dispute on any matter put before it.

For instance, the committee might not like the colour of paper that the course was being printed on or something. That is a very silly, hypothetical situation but I mean that could arise in dispute. It could get to the Languages of Instruction Commission because the board disagreed and the advisory committee disagreed and then you are asking that this board, the Languages of Instruction Commission, make a legally binding decision on the school board.

[8:45]

Now, I just tell you that that has much further ramifications generally than the premise that you build into the law the right of the French-language or the English-language people to have their own schools. That's one thing, but the principle of another body arbitrating and then arbitrarily deciding for an elected school board what it shall do is another matter.

**Mr. Foulds:** Arbitrary laws haven't bothered you in the past.

**Ms. Gigantes:** We think that's arbitrary talk.

**Hon. Mr. Wells:** They bother me. They may not bother you.

**Ms. Gigantes:** It's a recommendation.

**Mr. Roy:** That's right, an appeal to you, the minister and the cabinet. The OMB does it all the time.

**Hon. Mr. Wells:** Do you want that kind of a mechanism for school boards, because I really think if you get it in the language of instruction area, you are not going to be able to resist it in a lot of other areas. They are going to ask that there be some body to which you appeal school closings. They are going to want some body to which you appeal dismissals of principals—

**Mr. Roy:** No, no.

**Ms. Gigante:** Isn't it the grounds for the OMB?

**Hon. Mr. Wells:** There have been more people in more school boards and in more parents' groups coming to ask me for some place where they can appeal the decision of the school board to close a school.

Interjection.

**Hon. Mr. Wells:** Oh, but there is. As many as in this particular instance. Ask your friend from Halton-Burlington (Mr. Reed). I think he put that idea to me at one time.

**Mr. Roy:** Well, sure, it's an appetizing idea for a variety of things but we are talking about a basic, fundamental principle. I mean the Americans did it when they wanted to integrate their universities and their schools down in the US.

**Hon. Mr. Wells:** All I am pointing to is that there are two basic fundamental principles involved here and I think the better way to do it would be to look at legislation that provides the criteria for a time when you would build a school or had a homogeneous French school rather than giving this kind of power to the Languages of Instruction Commission. That's a point of view and that's my point of view. You may differ on it.

**Mr. Roy:** I certainly do, because you seem to have not come forward with even your alternative when you decided not to accept Symons' report recommendation. You just left it the way it was, having had the experience of Sturgeon Falls, Cornwall and now Essex and possibly others that are coming down the line.

**Hon. Mr. Wells:** Can you recite as easily all the matters that have been solved by the Languages of Instruction Commission?

**Mr. Roy:** I will tell you something. Unfortunately that's a sad part of democracy and the things that are going on in this country. You know what makes the headlines, and it is not the 120,000 French-speaking students who are getting instruction. What's making the headlines is the eruption of a dispute, and that's unfortunate. It is just like all the penitentiaries and everything else. You don't hear about all the penitentiaries and the people who are doing well in those institutions. You hear about the kidnappings. It is just like the plane hijackings. You don't hear about the thousands and millions of passengers who get to their destinations free of trouble. That's the problem—that these things are taken out of context. It's the role of gov-

ernment to give leadership and to defuse such things.

**Hon. Mr. Wells:** Then what you are saying to me is no, you don't know all the successes.

**Mr. Roy:** Well, I will tell you—okay, I'll get back to the Languages of Instruction Commission. The last time I checked, about a year or two ago, I found that every time the Languages of Instruction Commission had made a decision which was against the board, the board had told them where to go. Every time it made a decision which, in fact, was against the French-language advisory committee, basically the decision had been accepted. That was the reading I had a year or two ago: that most often the board of education would tell the Languages of Instruction Committee where to go when it didn't like its decision.

**Hon. Mr. Wells:** There is a whole list of them we can give you. There's the north shore board. There are all kinds of not so dramatic things where they have been of great help in getting classes, in getting transportation problems sorted out and all kinds of things. For example: total number of referrals, 25; number of cases needing ministry intervention, 3; number of cases mediated outside, 3; number of cases mediated by the commission, 10; number of cases seeking advice only of the commission, 4; number of cases rejected, 5.

**Mr. Roy:** They really haven't been that busy.

**Hon. Mr. Wells:** Actually the point is that there are not as many problems as you perhaps believe there are. That's the first thing, because certain problems get played up out of, perhaps, due proportion.

**Mr. Roy:** That's a problem. I agree with you.

**Hon. Mr. Wells:** They create the impression in people's minds that there is an ongoing everlasting problem in this area; which there isn't, and also you don't hear some of the cases where the commission has had a chance to do its work and mediate and help get the problem settled.

**Mr. Roy:** That's what we're facing, Mr. Minister. We're facing that all the time. Do you think when I go into Quebec and I talk to the separatists, they're telling me about the 100,000 students who are getting French-language instruction or the French-speaking students in the secondary or primary schools? All they keep talking to me about is: "We keep reading in the headlines out there that you're having a problem in Windsor, that



they can't get their school or that some people are going to jail because they want the courses in French." That's what makes the headlines over there. Just as what makes the headlines over here is when we hear about Levesque trying to take away the rights of the English-speaking minority in the province of Quebec.

**Hon. Mr. Wells:** That's right.

**Mr. Roy:** Anyway, I've stated my point. I think you're wrong. I really think you're wrong and I want to tell you I will be putting forward a private member's bill doing what Symons has suggested with the French Languages of Instruction Commission and I would hope that we could give that a try.

**Ms. Gigantes:** Mr. Chairman, I'm interested in item 6, vote 3001. I don't know if anybody else has any other questions they want to raise first.

I'm going to have to ask about existing research that the ministry has available to it on the question of declining enrolment. I don't know whether that should come under item 6 in vote 3001—under analysis, research and planning—or under vote 3002, item 11, research and evaluation.

**Mr. Chairman:** And what is that?

**Hon. Mr. Wells:** Well, this vote, Mr. Chairman, this item 6 vote is really our budget services branch. That's not the branch dealing with educational research and planning and so forth.

**Ms. Gigantes:** Would that be the one concerned with declining enrolment? I mean, if I want to ask about—

**Hon. Mr. Wells:** No.

**Ms. Gigantes:** —what existing research there is—

**Hon. Mr. Wells:** No.

**Ms. Gigantes:** That would come under the education program?

**Hon. Mr. Wells:** Yes.

**Ms. Gigantes:** Okay, I'll leave it.

**Hon. Mr. Wells:** This is our branch that looks after preparing the budget and so forth. Mrs. Barclay's branch.

**Ms. Gigantes:** Then it comes under item 11 of vote 3002.

**Hon. Mr. Wells:** Yes. That's the research and evaluation branch.

**Ms. Gigantes:** Good, thank you. I won't raise any questions here then, Mr. Chairman.

**Hon. Mr. Wells:** That's Doug Penny's branch.

**Mr. Kerrio:** I'd like to go back to item 1, main office. I would like to question the minister as regards comments that were made in his opening remarks. I suggest I detected a note of satisfaction with the number of decrease in complement, but I'd like to ask a very important question related to that: In keeping with the decrease in complement, do we have additional charges in the services aspect of it in main office that would somewhat offset a decrease in complement but add to the services figure?

**Hon. Mr. Wells:** No.

**Mr. Foulds:** Are you contracting, in other words?

**Hon. Mr. Wells:** No.

**Mr. Kerrio:** Do you feel the services there haven't been contracted out and that we, in fact, are gaining by the numbers?

**Hon. Mr. Wells:** Yes.

**Mr. Kerrio:** I don't feel embarrassed even though the NDP suggests we shouldn't connect the cost of education with the quality or anything else. I come from that responsible part of society that certainly does feel we should live within some reasonable constraint fiscally, and that it's one of the problems we have in our society today that it doesn't necessarily follow that we just open the gates and spend any amount of money and justify it by saying nothing is too good for our children.

**Ms. Gigantes:** Mr. Chairman, on a point of privilege. I really think that words are being put in my mouth.

**Mr. Kerrio:** I hardly think that's possible.

**Ms. Gigantes:** There's room for lots more but not those.

**Mr. Kerrio:** In any event, if I may continue. I do feel responsible as a member of this Legislature to get good value for dollars spent and that's why I raised this question. I'd also like to ask, on the grant to the James Bay Education Centre, which is on page 18, there's a sizable decrease there and maybe an explanation might be in order. It's a considerable difference.

You've answered my first question, Mr. Minister. I'm satisfied there.

**Hon. Mr. Wells:** There's a complement thing. There are 13 on contract and there are an additional eight on contract who are masters at the teachers' college whose contract expire very shortly, in midsummer. So there are 13 contract positions above the complement.

**Mr. Kerrio:** How would that compare, for instance, before the complement was reduced? Or is that a fair question?



**Hon. Mr. Wells:** Yes, oh yes, it had been going down. Twenty-two years ago there was 19 and there are 13 now. Then there are these ones, these masters at the teachers' college, who were part of the transfer from the Lakeshore Teachers' College and so forth, where we transferred people in for a few years.

**Mr. Kerrio:** The only other question I have, Mr. Minister, in regard to this vote is on the transfer payments on page 18.

**Mr. Sweeney:** Mr. Minister, we're aware that there are other ministries doing some of the funding. It's how the places operate we're interested in.

**Hon. Mr. Wells:** There has been a great deal of study and evaluation of what's been going on at the James Bay Education Centre. There were deficits up there a couple of years ago. There was an external evaluation. There was an internal evaluation. There was a meddling of them. There was the publishing of a report and so forth. There were considerations with the Management Board people here in cabinet about what should happen. There was also the establishment of the James Bay Lowlands High School Board, a secondary school board which has established a secondary school in the area.

What has happened is that the arrangement with the board of the James Bay Education Centre has been that we would, instead of paying them a total amount of money as we used to pay them, we would pay them \$100,000 bloc grant to do certain ongoing things that they have connected with the building and so forth, and that they would then get money from the other ministries based on the programs they offered. If they had an arrangement with Northern College to offer certain community college and certain upgrading programs, they would be funded through MCU because that was an MCU program.

If they had a library, which they have, for the area Culture and Recreation would do certain funding there. They would rent certain space to the high school board and to the public school boards, the two of them, and would get money from them. They had certain day-care facilities so they would get paid from Community and Social Services.

What we asked them to do was enter into agreements with those ministries, as anyone else would in any other area, to get the funding and we would continue to pay them the \$100,000. That was the arrangement. That was all accepted and taken and then something blew up there recently

and they decided to close the place down. However, I understand it's open again.

So that's why our grant is reduced. It's basically not a case of not giving them more money. This is a straight bloc grant that we've decided we will give them and they will get the other money from those other ministries based on the programs they offer. They'll have to justify their programs with those other ministries.

**Mr. Kerrio:** I'm somewhat concerned with education in those areas.

**Hon. Mr. Wells:** Yes. Education, of course, is being carried on by the school boards in the area, the secondary school and the two elementary schools. They are carrying that on and they are using some of the facilities of the centre, for which they're paying rent.

**Mr. Van Horne:** The board has jurisdiction over this?

**Hon. Mr. Wells:** There are school boards for the elementary schools. There is a separate school board and a public elementary school and there is a secondary school board up there. Then there's a school board on Moose Factory Island. Is there just one or two over there?

**Mr. Raymond:** One.

**Mr. Sweeney:** What, in fact, is this place doing now, though? You say there was a blow-up just recently, which is a duplicate of an earlier blow-up. In October 1975 this report came out, and there was a blow-up four or five months before that. What is going on?

**Hon. Mr. Wells:** They are operating now. They've got 20 Manpower students, 50 nursery school pupils and they've got four apprentices. That's all that's going on there now.

**Mr. Sweeney:** Why is it not operating as a community college? That seems to be the main thrust of what it's doing. Why is it something so unique and special?

**Hon. Mr. Wells:** It's created by its own charter. It's not created under any of the legislation. It doesn't really belong to us in the sense that we can step in and just say this is the way it is. We'd have to take it over, I guess.

**Mr. Sweeney:** But according to the report, isn't that part of the problem that it really doesn't belong to anybody, it's just an orphan sticking out in left field?

**Mr. Foulds:** Sticking out in James Bay.

**Hon. Mr. Wells:** It belongs to the people up there through the board and its repre-

sentatives on the board, the people who are appointed.

**Mr. Foulds:** Who appoints them? You do, don't you?

**Hon. Mr. Wells:** No, no. I don't appoint any of them. Goodness, no. We don't even have any appointees on there. As a matter of fact, Andy Rickard wants to be appointed, or have one of his Treaty No. 9 people appointed, but I don't know any way we can get them appointed. They set their own bylaws and they appoint their own members, or they have constituent groups up there that appoint them.

**Mr. Kerrio:** Within given areas, probably.

**Hon. Mr. Wells:** They have certain people in the community. As a matter of fact, I just asked for a copy of the bylaws the other day, but they haven't arrived yet. Are they going to arrive, Bob?

**Mr. Hunter:** They've sent them all to their lawyer here in Toronto. We're trying to get them to give us copies.

**Mr. Sweeney:** What's the basis of the \$100,000? Why do you give them \$100,000?

**Hon. Mr. Wells:** We're giving them \$100,000, as I say, to cover some existing ongoing costs involved with the fairly large building and so forth that they've got there, on the rent for which they might really find themselves in real difficulty until they can sort themselves out.

[9:00]

The traumatic shock of going from what we used to give them down to nothing and then negotiating, they apparently felt would not suffice for the present time so we decided we would give them \$100,000 for this year. Next year, who knows?

**Mr. Kerrio:** Are you satisfied that we could get close enough to it to really get a grip on what's happening there?

**Hon. Mr. Wells:** Our people have been up there and spent hours. Maybe Dr. Fisher can comment. He's been in charge of sorting the whole thing out for the last year or so.

**Dr. Fisher:** Yes, I think we have a very accurate handle on what's happening. It just happens so fast and so frequently that tomorrow it might be a different situation. I think we are satisfied with the amount of involvement we have had with the people in this particular problem.

**Mr. Foulds:** I think that at one point in time there was a—

**Dr. Fisher:** Mr. Chairman, perhaps it would be a good idea to advance the chronology of what—

**Hon. Mr. Wells:** No, but Jim means what is happening right now.

**Mr. Foulds:** Yes, what state it is in, what projected involvement you see your ministry having in it. What are you going to do with this albatross that was created for Rene Brunelle's benefit?

**Dr. Fisher:** Mr. Chairman, as to what's happening now in the immediate time, we have forwarded from the Ministry of Education to the James Bay Education Centre board of governors a cheque for \$50,000 as part of this unconditional grant situation. We have forwarded, monthly, those payments up until the present time, so that the end of the fiscal year in March they had a net surplus of over \$32,000. That was immediately followed by the next instalment of our payments, so that effectively at the end of April they had in their treasury over \$80,000 which we think, and I think it is reasonable to expect, given the scope of the program, would have been enough money for them to carry on effectively until the next instalment came through in September.

The elementary school boards were asked by the board of governors to effect leases, which is normal procedure, of course, and at that time the moneys which were extended to the elementary school boards would have also flowed through to the James Bay Education Centre board of governors in terms of rent receivable. The absolute amount probably would have amounted to approximately \$200,000 in that regard. So there was a \$300,000 potential receivable by the James Bay board of governors.

There has been some considerable delay on the part of the local people in effecting those lease arrangements. It is understood now that the Ministry of Community and Social Services, which is prepared in its budget for \$50,000 for the nursery school—which I might comment, Mr. Chairman, is a very effective program in that centre, from my observation at least—has not finalized the arrangements for the nursery schools since the centre was very slow in accepting the possibility of entering into an agreement with the Ministry of Community and Social Services. It is understood further that some library funding has come from the Ministry of Culture and Recreation, but no other funds have been arranged to date in the interactions between that ministry and the board of governors.

Most interestingly, I think, and immediately, the Ministry of Colleges and Universities and the board of governors of Northern College met on June 1 with the centre's



board to work out a joint plan of operations for the future. There have been a variety of interpretations of that meeting. The ministry of Colleges and Universities feels, of course, if I might speak for my colleagues, that it was positive and productive. The board of governors feels otherwise at the moment. The Ministry of Colleges and Universities sees the flow of money, for example, for Canada Manpower courses coming to the centre through Northern College, and as Mr. Sweeney indicates, it therefore would effectively become a satellite operation of Northern College and that community college.

The Hon. Mr. Brunelle and Mr. Ralph Stewart, member of Parliament, federal government, together with members of our staff met with the board of governors again on June 17, just two weeks ago this Thursday. Mr. Brunelle has agreed to look into certain complaints of the board—mainly I think complaints of getting adjusted to the negotiation process with these other ministries, which I can sympathize must be to the board of governors, at least some of them, a somewhat and perhaps a terrifying experience. The board has made no commitment really on the full-time basis—of next September that is, when the elementary school boards will have a demand on the facility for their programs—no commitment at this point to become fully operational next September.

We are most hopeful that by patient and forthright negotiations, and we will be helping with those, the school and the building will indeed be reopened, and the elementary school boards can fully utilize the gymnasium, the shops and the other entities that make up that centre. That is the current status of affairs.

**Mr. Foulds:** That sounds very nice, but you articulate two problems—

**Mr. Kerrio:** Excuse me for butting in on you but I would like to continue.

**Mr. Foulds:** You would like to begin, you mean.

**Mr. Kerrio:** No, I would just like you to take your turn in proper order. The question I would like to ask is, I wonder if this would be an appropriate time for the secretariat to sort of step in, because we seem to have three or four ministries involved here which seem to all fall under the secretariat—at least three of them do—and perform a task which is initially the function of the various secretariats, to set some priorities from ministry to ministry. We have Community and Social Services, Culture and Recreation, Education, and Colleges and Universities. I wonder if it

would be worth considering a request to that secretariat to function in the way it was set up to function, and that is, form the umbrella over these various ministries, and kind of tidy that situation up?

**Hon. Mr. Wells:** First, I have to say that the whole arrangement came about through the discussions at the cabinet committee on social development where all these ministries were involved. We agreed that was the route we should go and then cabinet approved that. So it was evolved through the social development secretariat overseeing and pulling together, and deciding that the way for this centre to go was for each ministry to deal with the centre on its own programs and pay the kinds of moneys that were available and the centre could take advantage of the various moneys that were available from each ministry.

So the only involvement, perhaps, of the social development secretariat at the minute would be if anybody is dragging his feet as far as the ministries are concerned. I don't think they are. Most of the ministries, I think, are quite ready.

I think the problem, and Dr. Fisher can probably verify this better, is that the centre is not really prepared in spirit to really want to go this way. For years they have got a bloc grant and then been able to sit down and decide what they wanted to do in a variety of areas. In other words, we used to give them from education \$400,000 or \$500,000 and then they planned all their programs based on that.

Now we are saying, if you have a program you get the funding from the regular government agency that does it. But our people will be continuing to work to try to get the matter straightened away and I think that that is certainly what Mr. Brunelle and others who were at that meeting wanted done. But they did again isolate this problem that the centre people really thought they should autonomously get the money and then just decide what programs they wanted to implement.

From a slightly selfish point of view, we in Education feel the money we vote in these estimates should be for educational programs, and in fact, a large part of the money to the James Bay Education Centre was, in fact, going for programs which were really related to other ministries.

**Mr. Sweeney:** You are no longer responsible for the secondary school program, are you?

**Hon. Mr. Wells:** No.

**Mr. Sweeney:** Is there a separate entity set up?



**Hon. Mr. Wells:** That's right. There is a board set up. Now you can get—you'd get confused over that because the chairman of the James Bay Education Centre—

**Mr. Sweeney:** I know they buy services—

**Hon. Mr. Wells:** —is the chairman of the school board. However, he was elected to the school board. The director of the centre is leaving the centre or has left the centre and is going to become the vice-principal of the secondary school. I mean, things get rather intertwined.

**Mr. Foulds:** Thank you, Mr. Chairman. I appreciated the statement read by Dr. Fisher and the modulation with which it was read, but it didn't say very much. What I gathered from it is that there are two basic problems: One is that when you have a group that wishes to use the facilities of the centre, the centre doesn't want to lease it to them; the second is when the centre has space it wants to lease, none of the local groups wants to use it. Is that fair?

**Dr. Fisher:** Mr. Chairman, I think the first part is a very fair description of part of the problem. I am not so sure about the second part. There certainly is some dragging going on in effecting those leases between the elementary board and the centre. No question about that.

**Mr. Foulds:** Do you know why?

**Dr. Fisher:** Well, there are some feelings about the parties that are negotiating in that somewhat closed community; some of the members of the elementary school board have had experience on the board of governors—some localized feeling that seems to be blocking it. There are some management problems that have affected the situation also—from the director's point of view, in getting the leases in front of the board of governors and vice-versa in front of the elementary school boards—and just some basic management logistics that have not been taking place.

**Mr. Foulds:** Are you saying they are not doing their job?

**Dr. Fisher:** Yes.

**Mr. Foulds:** In both cases?

**Dr. Fisher:** Yes.

**Mr. Foulds:** That's a pretty fundamental difficulty when you are trying to deliver an educational system to a population that needs it. What steps are you taking to overcome that difficulty? I direct the question to the minister rather than you, because it is a policy question.

**Hon. Mr. Wells:** Of course, we will take any steps necessary to be sure that those schools operate there properly next fall. I think that will involve, if there is dragging of feet and so forth, us making sure that those leases are effected or some arrangement is made so that those schools can open next fall—all of the schools, elementary and secondary, no question about that.

[9:15]

**Mr. Foulds:** Who effectively is carrying the initiative in bringing that about? Mr. Brunelle? Or is it Dr. Fisher, or is it some other official in your ministry or in the government?

**Hon. Mr. Wells:** Dr. Fisher is heading up the team from our ministry that's working on these problems along with some other people in the government. Mr. Brunelle is involved, of course, as any of us would be because of his constituency, and he is therefore making representation both in that regard and also as the minister responsible for Indian matters. So he's wearing several hats there.

But we're taking the initiative as far as the education is concerned. No question, we will take the initiative there to make sure those schools are open and operating next year. I mean it would be folly to think they can't use the facilities at the centre because there are good facilities there and they are all built. It's a community where we wouldn't want to see someone building a duplication of those facilities.

**Mr. Foulds:** Is there difficulty about the location and physical accessibility to the centre? Is that one reason why the school boards may be somewhat reluctant?

**Dr. Fisher:** No, the elementary boards form actually a T-shaped arrangement, and the centre is the core. They are all tied in together. There has been expression, of course, from the local community from time to time about the proximity of the building to the liquor store as an environmental problem. No question about that.

**Mr. Foulds:** That's the only objection?

**Dr. Fisher:** It's the only local one.

**Mr. Foulds:** Why is the board of the centre reluctant to come to an agreement about leases when they have the offer to have one?

**Hon. Mr. Wells:** They are negotiating.

**Dr. Fisher:** I think the leases will imminently be signed. I think we're past the point of the hesitancy in the inter-relationship between the board of governors and the

school boards. I would suspect we will happily be able to report to you before the end of these estimates that these leases are signed. To be more particular, I will certainly find out just where we are specifically with that.

**Hon. Mr. Wells:** Mr. Hunter, who is sitting at the back, from our legal department, has been up there and has been handling a lot of the on-site arrangements as far as our ministry is concerned along with—has Mr. Bigwin been up, too?

**Mr. Grande:** Mr. Chairman, I want to seek your guidance. I would like to find out where, specifically, the heritage language programs would fall under these estimates?

**Hon. Mr. Wells:** Curriculum, and school business and finance—in the second vote, 3002; also the money part would be in the big general vote on school business.

**Mr. Grande:** Thank you. I'm not finished. I wondered if we had a vote; I just wanted that assistance. If you require any assistance, go right ahead. That's all I want to know for now. I don't want to participate in any of the votes before that one.

**Mr. Van Horne:** Just for information, Mr. Chairman, on page 20 there is reference to the grant to the Ontario Institute for Studies in Education and the 1976-77 estimate is exactly the same as the 1977-78. I'm wondering if this is common or if there is any further explanation in the three lines we have in here. It's on page 20.

**Hon. Mr. Wells:** This is a bloc grant to the Ontario Institute for Studies in Education that we give them unspecified as to exactly what they do with it, except that it goes for the general operation and all the things they do to assist the education system of this province.

I can read you a list of the various things that they use the bloc grant for. You realize that apart from the bloc grant, they then contract for research that we fund out of our research moneys. That is done on a contractual basis for specific research that we have indicated we want done and they do, along with school boards and others. They win that and then they also do the same in grants-in-aid. I can just give you a rough estimate. The bloc grant amounts to about \$2,364,000.

**Mr. Van Horne:** Really, that is part of my reason for asking. It's identical this year to last year.

**Hon. Mr. Wells:** Yes. We flat-lined it.

**Mr. Van Horne:** Was it the same the year before?

**Hon. Mr. Wells:** The year before it was a little less, even. It was about \$2,252,000 which was the same the year before that. And then, before that, it was \$2,008,000 and then it was \$3,500,000 and \$4,400,000. There was a program of pulling the bloc grant to the institute back over a number of years and putting more money out in contractual research.

**Mr. Van Horne:** All right, so you have taken it from \$2.8 million to \$2.5 to \$2.3. Is that roughly the sequence?

**Hon. Mr. Wells:** \$2.8 million to \$2.2 to \$2.3. It has come up a little.

**Mr. Van Horne:** I see.

**Hon. Mr. Wells:** You realize that apart from that, they have a large post-graduate degree program, they're funded by Colleges and Universities and BIUs and they get about \$9,790,000 there, and then they get a Ministry of Government Services payment on a lease-purchase arrangement which is somewhere around \$2,196,000. So you could say, in round figures from the government, somewhere around \$15 million goes into the operation of the Ontario Institute for Studies in Education.

**Mr. Sweeney:** How do you pull a figure like this out?

**Hon. Mr. Wells:** Out of what?

**Mr. Sweeney:** I don't know, out of what? That's the question.

**Mr. Foulds:** Out of the cube.

**Mr. Sweeney:** You say there are no strings attached to it. What does it come from?

**Hon. Mr. Wells:** It started with the bloc grant. It started with the bloc grant that they had away back before they were getting funded through BIUs. They must have been funded in some different way. It started with an amount then, and that was reduced by a percentage and this amount arrived as those percentages were applied. At certain times, I guess, the inflationary factor was put back on to it. I don't know. How did we get from \$2.2 million up to \$3 million?

**Mr. Sweeney:** Was this just a residue of everything else having been taken away?

**Hon. Mr. Wells:** No. This was a deliberate policy of pulling the bloc grant down by certain percentages each year and then we arrived finally at a policy that there shouldn't be anything less than somewhere around \$2,300,000, or \$2,200,000. If we pulled it below that, it would interfere substantially with the operation of the institute.

So we agreed that it should be left in bloc grant there and then they contract and bid



for the other contracts. They have a rough idea, just as any firm would have in a year, about how many they're likely to win. They usually come pretty close in that area. Then they get their grants from Colleges and Universities, the BIUs and that gives them their budget to work their operation on.

**Mr. Sweeney:** It just seems like rather a precarious way of running an institute of that size—not having a rationale for this figure. You just decide, well, that's what it's going to be, is that it?

**Hon. Mr. Wells:** No, I think maybe I have left you with the impression that it is pulled out of the air. It has been carried down and we have had discussions and the discussions have been that we should not go below that figure. I think if you would ask the institute, they would be happy to have it increased and would like to see it.

**Mr. Sweeney:** Yes, I'm sure they would.

**Hon. Mr. Wells:** They would probably stand up and say, "Double it." Well, we haven't had our negotiations for next year. I mean, when we budget, we face the problem. I think you've been talking about zero-based budgeting recently. When you face that, you start each year looking at each thing and deciding whether you really want to put that in your budget at all, and then how much you're going to put in.

**Mr. Van Horne:** The reason you raised that point was, you suggested that this would be a base, that you didn't want to go below that.

**Hon. Mr. Wells:** So far, basically our understanding with OISE has been that we couldn't keep reducing. Some people thought we could keep reducing down and down and down, and presumably arrive at nothing and they could run their whole operation on contracting research. They have pointed out to us and convinced us that there is a certain base grant that they need to keep the operation going in order to have the capabilities there to bid on the research when it comes along, and I think that's accurately putting their position. Did you get this little book? There was a book on it which OISE prepared. I will get you a copy.

**Mr. Sweeney:** Mr. Chairman, just for information purposes, on item 10, the figures there seem to be bouncing up and down like a yo-yo without any apparent reason. Could you explain where they come from? The estimate in 1975 was \$4.3 million and the actual was \$2.1 million. Then it jumped to \$3 million and now it's dropping back to

\$2.5 million. There just doesn't seem to be any rationale in it. That's item 10, educational data processing. I'm sure there must be a reason; I just don't see any. Have you contracted that out to someone else? Are you just using less of it?

**Hon. Mr. Wells:** There have been a lot of changes there, of course, in that Government Services has been taking things over.

**Mr. Sweeney:** The only reason I raise it is because there have been questions asked about the overall implication of data processing in the education field.

**Hon. Mr. Wells:** I'll get Ted up and let him explain this to you. As you know, at one time we operated the whole operation ourselves, computers and everything. That's all gone over to Government Services and in the intervening years other things have been transferred. Maybe Ted would like to explain the difference.

**Mr. Sweeney:** Could I have a status report then? Just what, in fact, are you responsible for now?

**Mr. Overton:** Our responsibility currently is for providing data processing services to the ministry. We have purchased some services, basically computer services, from the Ministry of Government Services. We also purchase systems and programming services from the Ministry of Government Services and other suppliers.

**Mr. Sweeney:** It would appear that you have some of your own and some you contract out. What's the criterion? What's the basis for making those decisions?

**Mr. Overton:** This goes back to the Committee on Government Productivity, which I guess occurred four or five years ago. At that time they singled out the data processing area as one which was subject to swings in usage, and an area where there should be a lot of contracting out in terms of buying computer services and buying systems and programming. We budgeted, for example, in 1975-76 for an expenditure of about \$4 million. That was the year I believe in which the mini-budget found us and at that time, because we were contracting for significant amounts, we were able to reduce expenditures quite considerably.

**Mr. Sweeney:** You just dropped the contracts?

**Mr. Overton:** That's right.

**Mr. Sweeney:** Because you weren't tied down with your own hardware.



**Mr. Overton:** That's right, exactly. So there is that flexibility to move with the times quite quickly.

**Hon. Mr. Wells:** One of the other things this year in bringing the estimate down is that actually the expenditures—if you look on your sheet, one of the pages in the book there that you've got, on the back of page 45, at the bottom, you'll see the expenditure for 1976-77, \$4,637,000, and then 1977-78 \$5,194,000, but recoveries are up substantially so the total net is reduced, and we have increased the recoveries. There is an increase of about \$1 million in there in recoveries.

**Mr. Sweeney:** Does that include that careers program, secondary school careers? That's part of your recoveries?

**Hon. Mr. Wells:** Yes, a lot of that increase in recoveries is from other branches of the ministry where it's been taken out and shown as a recovery in here because they are contracting for the data processing service.

[9:30]

**Mr. Sweeney:** I would certainly agree with the idea, given the rapid changes in the whole field, that it makes a lot of sense to buy it instead of getting saddled with the equipment. That makes sense.

**Mr. Van Horne:** Is the demand increasing for that particular service?

**Hon. Mr. Wells:** For the student guidance information service, yes, and there are changes in the way the service is operating this year.

**Mr. Van Horne:** That's good to know. Thank you.

**Mr. Sweeney:** Along the same line, Mr. Minister, there is a fair bit of discussion going on in secondary schools now about the difficulty of students actually making career choices. To what extent has there been an evaluation done as to the long-term effectiveness of the information they get from this system?

**Hon. Mr. Wells:** There is a research report on the student guidance information service. Have you seen that?

**Mr. Sweeney:** I haven't no. I'm thinking of the correlation between what students get from it, what in fact they do, and what is the impact three or four years later. Is that what you are referring to?

**Hon. Mr. Wells:** I don't know whether that kind of research has been done, to follow a student and find out what he got and then what he eventually did do with

what he got, but there has been a study done on it, which is available in one of those purple research reports. We could get you a copy of it.

Of course, what I would like to see but I just can't get the money for it, is terminals in a lot more of the schools and so forth, so that they can be plugging directly in with the whole service. We haven't been able to get enough money for that to happen. Every secondary school will be using the service next year, but not with a terminal in the school, just with the batch service.

**Mr. Sweeney:** One of the questions that has been directed to you, I think fairly recently, concerns the number of students going into nursing, teaching, these kinds of overcrowded fields. Is that kind of data built into the program? In other words, if a student gets feedback saying that he would make a good teacher, does the data say he might make a good teacher but it wouldn't be very wise for him to consider it for certain reasons? Is that part of the advice they are given?

**Mr. Overton:** At the present time, that is not in the data base. That data is being looked at by our curriculum people and we are trying to get access to good reliable data from the Manpower people, but it is not yet available.

**Hon. Mr. Wells:** It is a good suggestion, though, that there be a flashing asterisk come on—

**Mr. Sweeney:** Yes, seriously.

**Mr. Waldrum:** Mr. Chairman, there are four major improvements that we are looking to make in that particular system, and the first is referred to technically as the front end. The front end is missing at the present time. What is available now is all the various information about the institutions, the careers, et cetera. The front end would, in fact, look at the student and his aptitudes and interests and so on, and then take a look at the careers. It is also being rapidly turned into a bilingual version, a French and an English version. We are reducing somewhat the number of entries in it in terms of the various occupations. I think there are about 6,000 to 7,000—and I'm sorry I can't remember the fourth improvement.

**Mr. Overton:** The explorer feature.

**Mr. Waldrum:** Oh, the explorer feature, where the student can, in fact, look in a variety of directions and be assisted in exploring.

**Mr. Sweeney:** Could you also include in that again a fairly recent recommendation that even within a certain field, like even a person who goes into law or teaching, has options in other fields with that kind of background? A number of students have indicated that they would like to get that information, but can't seem to get it anywhere else.

**Mr. Waldrum:** I think once again, Mr. Chairman, that's a part of the front end that is being looked at at the present time, but it's considered to be a necessity to have the best type of system that we can have.

**Mr. Foulds:** I would like to raise, as modestly and uncontroversially as I can, a point of order. I think it would be more orderly for the debate on the estimates if when we get to vote 3002 we go item by item rather than jumping back and forth, which we seem to have done.

**Mr. Chairman:** Right.

**Mr. Foulds:** I would like to go back briefly to item 5, if I might, which is information services. I guess what I understand from this is that you spend over \$1 million on public relations, both internally and externally. Is that fair?

**Hon. Mr. Wells:** Communications and information services. It's part of the process of communicating, as the critic for your party said it, of trying to make people aware of what the education system is all about.

**Mr. Foulds:** For \$1 million you seem to have been failing for the last three or four years. A lot of people don't understand what is going on in the educational system; a lot of trustees, a lot of parents and a lot of students. I would modestly suggest to you that, with the moneys available, this has been a monumental failure over the last three or four years. A lot of the controversy that we have arising in education has, as you've said on many occasions, arisen from some misconceptions.

There are two specific questions: What decided your ministry, presumably under this vote, to go into the series of television commercials which were, I think, broadcast mainly last summer? Do you have an idea of the total cost of that series of television commercials, praising the efficiency and accomplishments of the educational system?

**Hon. Mr. Wells:** Are you thinking of those commercials that we were using at school opening, the ones that said: "School's opening today"?

**Mr. Foulds:** No, they were a series run in July of last year, if I'm not mistaken, on the private media throughout the province.

**Hon. Mr. Wells:** Do you recall what they dealt with?

**Mr. Foulds:** I can't honestly. I try to erase commercials from my mind even when they deal with the educational system, but I can't honestly remember the content. I remember a number of people phoning me about them. I think there were three people altogether. Do you have any information on that?

**Hon. Mr. Wells:** As I can recall, there's a series of tapes on the education system that have been supplied. All of these are supplied at no cost to the station and we don't buy time. These are supplied as a public service announcement to the stations and they use them as they deem fit. I see there's a cost here of about \$12,000 in 1976-77 for producing the television films that were prepared on videotapes, and \$6,300 for radio programs. As I say, all of these—

**Mr. Foulds:** What are the lengths of these films and programs?

**Hon. Mr. Wells:** There was a 30-minute interview program broadcast on CKCO-TV, Kitchener; 30-minute interview program broadcast on CHEX-TV, Peterborough; one-hour open-line program broadcast on two Ottawa cable TV shows.

**Mr. Foulds:** Who was the main star in these programs?

**Hon. Mr. Wells:** I wasn't the star of them all.

**Mr. Foulds:** You weren't the star of them all?

**Hon. Mr. Wells:** No.

**Mr. Foulds:** You were the star of some of them?

**Hon. Mr. Wells:** Yes. Education Week public service announcements that were produced for Education Week; back-to-school public service announcements that were produced for going back to school, and—

**Mr. Foulds:** Do they do voice overs, or do you do the voice yourself?

**Hon. Mr. Wells:** I do the voice myself, and I go out and do them all, and I don't get paid, I don't even belong to the union.

**Mr. Foulds:** Ah, ACTRA will get hold of you. Where are they taped?

**Hon. Mr. Wells:** Where are these taped?

**Mr. Foulds:** Yes, in the media studio here?



**Hon. Mr. Wells:** They are taped here, usually on location. As I recall, we taped some at Jesse Ketchum School up the street, we taped one at a school in the west end and we taped—

**Mr. Foulds:** Do you have a mobile unit within the ministry or do you hire this?

**Hon. Mr. Wells:** As I recall, those ones were with hired units. We taped some of them in the ministry. We have an audio-visual section in the information branch, a section of the ministry that's able to produce videotapes.

**Mr. Foulds:** Does the cost you just gave me include the annual cost of the promotion for Education Week?

**Hon. Mr. Wells:** No, we give \$2,000 to the committee. You see, we don't run Education Week. There's an Ontario committee on Education Week. We have people on it; the trustees have people on it, school board supervisory people. They run Education Week and decide how they want to do it, and we give them a grant of \$2,000. We produce these various public service broadcasts for Education Week to run along with their program.

**Mr. Foulds:** They have a separate budget then?

**Hon. Mr. Wells:** I don't know whether they get more than the \$2,000 or not. Maybe some of the big school boards or somebody contributes some money or time and services to them, but they run that program themselves. It's called the Ontario Education Week Committee.

**Mr. Foulds:** The third question is—I got diverted by the little byways here—how much does it cost to distribute the pamphlet in which the minister's statement that he usually reads in the estimates is distributed throughout the province?

**Hon. Mr. Wells:** I'll get that for you in just a minute.

**Mr. Foulds:** The supplementary question I was going to ask is, in the spirit of minority government and the spirit of a balanced view of the educational system to the province, would you consider making this service available to the education critics of the opposition parties?

**Hon. Mr. Wells:** Actually considering the situation this year we are in financially and so forth, we were going to do away with ours.

**Mr. Foulds:** You are going to do away with this entire budget? I see \$1 million in the estimates.

**Hon. Mr. Wells:** No, we're going to do away with distributing the minister's opening statement.

**Mr. Foulds:** Is that because of the quality of the statement?

**Hon. Mr. Wells:** No, it's because we want to conserve a little.

**Mr. Foulds:** As long as I get the answer to the question that is in abeyance I've no further questions, Mr. Chairman.

**Hon. Mr. Wells:** Yes, you will. You didn't ask, but one of the other very successful programs is what is known as our educational fact sheet program, which is really quite successful. These fact sheets, in English and French, are available in all kinds of outlets across the province explaining various aspects of the educational system.

**Mr. Foulds:** As a matter of fact I'm very glad you brought that up, it slipped my memory.

**Hon. Mr. Wells:** I knew you'd want to be reminded.

**Mr. Foulds:** I particularly appreciate your placing them in the liquor stores in Ontario.

**Hon. Mr. Wells:** Liquor stores are easy for us to get them in. Actually I don't know whether you realize it, but they are presently in 1,267 outlets in this province.

**Mr. Foulds:** Those fact sheets.

**Hon. Mr. Wells:** The fact sheet racks, yes. Including supermarkets—Dominion, Loblaw's, Miracle Mart—liquor stores, private stores, members' constituency offices.

**Mr. Foulds:** Presumably you would count in that number the guidance offices of every high school in the province?  
[9:45]

**Hon. Mr. Wells:** Strangely enough, I don't know. That would be the last place we would perhaps want them. As soon as we brought them out, I got a few letters from principals of schools and directors of education who said, "We'd like to have those fact sheets for our school lobbies." We said, "Well, we don't really have enough of them to go around at the moment." But the point of the whole program, when it was devised, was to get the information to people who normally don't go in schools. I mean, the people, usually, who come into the schools are the committed ones.

Now we make the pamphlets available and principals have ordered many hundreds of them, thousands of them, for open houses and so forth. But basically the idea of the rack and the pamphlets was to get them somewhere where people who normally don't



go into a school, whether they have kids or not, would see these pamphlets and perhaps then be interested in reading something about the education system. That's the whole reason for it.

**Mr. Foulds:** You've used libraries?

**Hon. Mr. Wells:** I don't know that we've used the libraries. After a lot of brainstorming, the branch itself came up with this idea and negotiated with the supermarket chains and got the agreement to put the racks in. Some of the chains put them in a very visible place and some don't. In the liquor stores, they're all pretty visible.

**Mr. Foulds:** No further questions.

**Hon. Mr. Wells:** The total of English fact sheets distributed to date is 3,238,763, and 419,134 French.

**Mr. Foulds:** No further questions, Mr. Chairman.

**Hon. Mr. Wells:** We'll have to get that total cost for you. We haven't got it here. We'll get it for the next sitting, tomorrow morning. Okay?

Vote 3001 agreed to.

**Mr. Chairman:** As has been suggested, I would appreciate it if you would stick to the one item which is pretty much directed to what you want to discuss in the administration. I realize the critics for the Liberal and NDP groups covered a broad field, that's why with the administration we left it wide open. But I think now, if possible, we should follow it item by item because it spells it out pretty clearly here.

On vote 3002; item 1, curriculum:

**Hon. Mr. Wells:** Mr. Chairman, before we proceed with the vote, I just would like to introduce David Walker who is here from OECA. I failed to introduce him earlier and he will be here to help us with that estimate which is now in this particular vote.

**Mr. Grande:** Mr. Chairman, I would like to go actually into a fair bit of detail in this particular item under curriculum. I would like to talk specifically about three areas, one being the heritage language program, the second being the English as a second language program, and thirdly, the program regarding coloured discrimination, racism or whatever. That's all under curriculum as far as I'm concerned. If not, perhaps I could get some directions if they do fall under a different vote.

I assume that I can proceed.

Let me get into the heritage language program since it was mentioned earlier. First of all I would like to ask the minister if he does

have at this particular time in these estimates a multicultural program, a multicultural policy, that we have been talking about since October 1975? Are they ready? Is the committee ready?

**Hon. Mr. Wells:** Yes. Mr. Chairman, we have progressed a little faster than I thought here. Our staff in this area are not here. Do you want to wait a bit? Could we wait a bit until I see if they are here? They should be in the office ready to come over.

**Mr. Grande:** I could.

**Hon. Mr. Wells:** I can deal with it in some general terms.

**Mr. Van Horne:** In light of the temperature in this room, maybe the group would like to call it a night.

**Mr. Grande:** Call it a night?

**Mr. Van Horne:** Throw another log in the air conditioner.

**Hon. Mr. Wells:** The answer is yes, we have a policy, a multiculturalism policy, a policy that may not be enunciated or put down in as simple a terminology as some people may want—such as 1, 2, 3, 4, 5, 6, 7, 8—but we do have a policy, yes.

**Mr. Grande:** Mr. Minister, could you please enunciate it because that's what I would like to get at. I brought with me copies of Hansard of the last estimates both in November 3, 1975, and June 3, 1976. On the first of these occasions you said, and I quote: "The committee that I am talking about"—and that's your internal committee on multiculturalism—"that I talked about just a minute ago, will be reporting to me at the end of this year with any recommendations for change that they may decide are necessary and at that time I hope I will be able to make some further statements about this very important matter." That obviously wasn't forthcoming and did not come about.

**Hon. Mr. Wells:** Well—

**Mr. Grande:** Excuse me. I would like to continue with this for just a brief minute and then you could answer. Then, on June 3, 1976, when your estimates came up again, you said, and I quote: "If these estimates had been in another month or two from now, we would have that already done," meaning the multicultural policy that you had been talking about. Then in December 1976, in answer to a question in the Legislature during the question period, you said: "Yes, by the end of the year we will have it." Then, lo and behold, a week into the election campaign you make an announcement. I would like to know the multicultural policy of this government.

**Hon. Mr. Wells:** It is enunciated in my speech to the conference on multiculturalism and it was enunciated by the Premier (Mr. Davis) in his speech some time early in May when he announced the heritage language program. I think we laid down the principles of the policy at that time and since then we have been proceeding to—

**Mr. Grande:** You are saying that you are reverting to prehistoric times then, are you?

**Hon. Mr. Wells:** No, no.

**Mr. Grande:** Well, I took a look at that, and it is really prehistoric.

**Hon. Mr. Wells:** We are not reverting to prehistoric times. The speech we made at the multiculturalism conference was very favourably received by many, including the Toronto board, and they are acting and we are working with them on various aspects of that policy. I know it doesn't conform to what you think should be the multiculturalism policy but—

**Mr. Grande:** I just want to know what you think about this particular point.

**Hon. Mr. Wells:** —our policy first of all is that we, of course, believe this is a multicultural province and that a multiculturalism policy represents a philosophy that has to permeate education. That philosophy is that we come from diverse cultural backgrounds, that each of us can support and help one another, that we must learn to respect the other's culture and to realize there is something good in it, and that certain policies must be developed to allow that to happen in the educational system.

To that end there are many things we can do. One of those things is, of course, working with teachers to help teachers appreciate this. Another thing is to have in the school system teachers from a variety of cultural and linguistic backgrounds actually teaching. I think this helps to strengthen this policy.

In order to assist teachers we have a summer-course program that is being developed. We have the resource guide, Multiculturalism in Action, which has been prepared to help teachers in the primary grades with this whole area of multiculturalism, to help fight the thoughts of racism and discrimination—in other words, to help devise programs in the classroom that will get at that particular root problem. Coupled with that there is, of course, the heritage language program which allows for funding based on the continuing education model for elementary school programs in the heritage language, which allows community groups, through the boards, to have funding

for those particular programs. In other words, public money is helping to support the idea that a heritage language is important, and through the school—not in regular class, however—this is being supported. That program is now coming into effect and hopefully the community groups working with the boards will take that program up and those programs will move ahead.

The idea of transitional languages, of course, is now firmly accepted, and we have indicated that the use of the transitional language—as a teaching mechanism is certainly not prohibited in this province, and can be used, recognizing that the ultimate aim is that the student become proficient in either one of the official languages as the official languages of instruction in the school.

Our policy does not provide for the acceptance of any other languages of instruction in the school system, or for the teaching of any other languages during the regular school day.

**Mr. Sweeney:** Mr. Minister, I'm sorry, would you go back about two or three sentences? Do you remember what you said? I thought there was an internal contradiction there.

**Mr. Grande:** It is all contradictory.

**Mr. Sweeney:** I thought you said you have no objection to the children—

**Hon. Mr. Wells:** To using a child's native language in the transitional language. In other words, The Education Act makes very clear provision for that and it is accepted now that if the teacher is fluent in a language and the student who is in her class recognizes that language, it is used in grade 1 as a transitional language—not as a recognized language of instruction in the school system in the sense that they are going to continue to give the whole school program in that language as we do in English and French. As long as it isn't recognized as that, we do recognize there will be cases where teachers will, based on the individual circumstances in classes, use it as a transitional language. That is what I mean.

**Mr. Sweeney:** I'm sorry. I don't want to interfere, but that seems to me to have been—

**Mr. Grande:** Well, you asked the question to clarify what the story was.

**Mr. Sweeney:** Yes, I think this has often been the thrust. I know Mr. Grande has mentioned it many times, that teachers would want to have the opportunity—and I understood him to say two years ago it would be the case for a transitional period—to be able literally to teach an Italian child,



a Portuguese child or a Spanish child in that language for a while. I always understood you to say that you can't do that.

**Hon. Mr. Wells:** No, the last couple of years that has been going on in certain areas, and we haven't objected, and we are now saying that we don't object to that. But we still are saying, on the other hand though, that there are only two official languages of instruction in the schools of this province. In other words, you can't set up a school system where Italian or Portuguese is the language of instruction for all the grades.

**Mr. Sweeney:** But it can in fact be the language of instruction for a while; is that what you are saying?

**Hon. Mr. Wells:** Yes, on a transitional basis. And that is provided for in the Act.

**Mr. Van Horne:** Has a memo to that effect gone out to school boards in the recent year?

**Mr. Sweeney:** I don't think most of them know that.

**Hon. Mr. Wells:** No, I am not sure that that memo has gone out at this point in time yet.

**Mr. Van Horne:** Would the minister consider that because it would solve—  
[10:00]

**Hon. Mr. Wells:** It is in the Act. That's where the difference between you and me comes down. You would like it to be a language of instruction in the schools, and we do not accept that premise.

**Mr. Grande:** I don't think you have accepted any premise whatsoever, because I don't think you even accept it as a language—

**Hon. Mr. Wells:** Well, I hope your figures here are going to be more accurate than a statement you have made several times that we have taken \$10 million from the federal government and spent it—

**Mr. Grande:** I'll come to that in due time.

**Hon. Mr. Wells:** All right. But I hope they are more accurate than that.

**Mr. Grande:** Let's get to it, let's see whether they are accurate or not.

**Hon. Mr. Wells:** Section 229 (f).

**Mr. Grande:** The Education Act does not allow for that. You said it allows for it. After three years of battling with the Toronto Board of Education, you finally accepted it, under extreme pressures, if I may add—

**Hon. Mr. Wells:** No, no.

**Mr. Grande:** I followed this, I know the history of this from the word go, from the first day. As a matter of fact, it was a program that I was attempting to get the Toronto Board of Education to accept through the schools of the Toronto Board of Education. The first and second times the trustees of the Toronto Board of Education came to you, you said no way was that acceptable. But then the communities pressured you into it, and that's all there is to it. That's fine, that's the nature of politics, and you understand it better than anybody else.

What I am concerned about is that after that initial time back in 1974 you have done nothing in terms of letting the school boards, letting the principals, letting the directors of education across this province know that that is acceptable.

By the way, the very first time I heard that that was an acceptable policy to you was on June 3, 1976, when I asked you point-blank. The Minister of Culture and Recreation (Mr. Welch) had sent me some information—I don't know where he took it from, but obviously he didn't consult with you about it—and I asked you, "Do you agree with the Minister of Culture and Recreation regarding this program?"

At that particular time you admitted, yes, it was a policy of this government. If it is a policy of this government, why does nobody know it is a policy of this government? You said at that particular time you were going to put an article in Dimensions that goes to all the schools. You haven't done that. You really say things, but you don't mean them.

**Hon. Mr. Wells:** Have you read my speech?

**Mr. Grande:** Which speech are you referring to?

**Hon. Mr. Wells:** The speech to the multiculturalism conference.

**Mr. Grande:** I read with a tremendous amount of interest the speech that the Premier gave—

**Hon. Mr. Wells:** No, not the Premier's speech, but—

**Mr. Grande:** Wait a minute, wait a minute. The Premier gave it at—supposedly this great gala event; what was it called?—the ethnic newspaper conference, whatever you called it. It was about a week and a half into the election campaign. I read the rhetoric of the Premier. Again, politically I understand the rhetoric of the Premier, but it is rhetoric. I would just like to find that speech and point out to you what the Premier said.



**Mr. Wiseman:** Nice to know they read the Premier's speeches like that.

**Mr. Grande:** I read these things very carefully. Anyway, let me now take a look around this mass of information. But let me tell you that whatever comes out from you in terms of this particular area, I am the multicultural critic and so therefore I do monitor it extremely carefully whenever any statement comes from you or comes from the Premier or comes from anyone. I read it with extreme care. As a matter of fact, I read between the lines.

As to that multicultural policy, you don't have one. You never have intended to have a multicultural policy. You are just using different aspects of what could be termed as a multicultural policy for your political motivations.

**Hon. Mr. Wells:** That is not true.

**Mr. Grande:** Oh, come on.

**Hon. Mr. Wells:** That is not true. That is absolutely false. We have a multicultural policy. I'll state it for you and we are not using it for political uses.

**Mr. Grande:** Could I have then that multicultural policy in its entirety?

**Hon. Mr. Wells:** I have just stated it to you.

**Mr. Grande:** Please, in its entirety.

**Hon. Mr. Wells:** If you read my speech, that indicated a large part of it, and I have just indicated other parts of it. As I said, it's an evolving policy that is ongoing. It doesn't come out as a manifesto. Heavens, we put out a charter and you didn't like that.

**Mr. Grande:** Oh, heaven forbid for charters.

**Hon. Mr. Wells:** Well, that is what you are asking for here.

**Mr. Grande:** No. I've been asking you about it for the past two years. I can understand the reluctance of some of the newly elected members of saying to you "This is my first time that I am here before you." This is now my third time that I am here before you and, therefore, I will not accept anything other than what you said you were going to do in 1975. It's all I'm asking. You haven't done it.

Now you come up with a heritage language program about which at first sight people might be saying, "Wow, it's really fantastic. It's a first step. It's a tremendous step." As a matter of fact, the people who looked at it, the different community groups, have labelled it tokenism and discriminatory

at best. That's exactly how they are labelling it.

**Hon. Mr. Wells:** Not the groups that I deal with.

**Mr. Grande:** You did receive a copy of the report. If not you, at least Mrs. Michalski.

**Mr. Wiseman:** You'd better get your secretary down there.

**Mr. Grande:** You are right. Perhaps I will some day leave this material behind but not before something very constructive gets done, something that is meaningful to the people out there, meaningful to the people I represent and meaningful to the people who for the past 15 years have been attempting to do something in this direction for their kids in the schools. It's a very emotional area. Therefore, when I do bring all this material with me it is because of that sense of urgency.

When I hear the political candidates of the Conservative government going around the communities that I represent and being so proud of the fact that as of this September we are going to have language instruction in the schools so that children can be bilingual, and then when I see the kind of program, I say for heaven's sake it's definitely a misrepresentation of what's going on. It is a misrepresentation not only of what is going on but of your attitude towards these particular programs.

There was a response by the Committee for the Accreditation of Third Languages in Ontario to the Ontario heritage language program announced by the Premier on May 4, 1977. It was sent to you by three or four different community groups that make it their business to get involved in this particular area.

Let me tell you what they are saying.

**Hon. Mr. Wells:** Read the good parts as well as the bad parts.

**Mr. Grande:** You've received a copy of this.

**Hon. Mr. Wells:** I know. I'm just saying when you read the quotes read the good parts as well as the bad parts.

**Mr. Grande:** Then if you don't like the parts that I read, you can take that because it was sent to you or it was sent to the Premier and you can read the good parts. Is that fair?

**Hon. Mr. Wells:** Yes. I'm just alerting people that there are good and bad parts in it. I don't want them to think it's an all-negative report.

**Mr. Grande:** Let me read the good part. "It was our hope that the new heritage language program would fill the linguistic void in the overall multicultural program of this province. However, after a careful study of this new program we have regretfully come to the conclusion that in its present form this new language program is inadequate and may be viewed as discriminatory." That is exactly what they are saying, and they are giving you the reasons why they're saying that.

1. The programme you are talking about is an after-school program. It is a program that has been going on for the past 15 years and they did not need you or this government to give them that kind of direction. It's already going on. It's happening in virtually every community.

**Hon. Mr. Wells:** Yes, but they are paying for it themselves.

**Mr. Grande:** Sure they are. Sure they are.

**Hon. Mr. Wells:** All right, let's just be sure of that. This suggests government money.

**Mr. Grande:** No. If you want me to talk about the funds and who pays, I thought I should get into that under school business and finance as you suggested earlier.

2. Another serious weakness of this programme lies in the fact that these non-official Canadian languages were not given formal accreditation in the same manner as social studies, science, mathematics and French. Without this official recognition, the development and future maintenance of these language programs will undoubtedly be in jeopardy.

3. What steps have been taken or would be taken if the school board does not respond to a given community's request for a certain language course? What happens there?

You know as well as I do that since 1972 when Mr. Welch, the Minister of Culture and Recreation at that time—well, I don't remember what minister he was at that particular time—was he Minister of Education in 1972? At that particular time he said language courses can start in the high school at the grade nine level. First they were not allowed until grade 12 and then they could come down to grade nine. But you know as well as I do that right now there are many areas in which even though the community demand is there and the number of students is there, nonetheless the school says, "No, we will not allow it."

**Hon. Mr. Wells:** Give us a list of the names of them and we will try to find out why. There is none in Toronto I would suggest.

**Mr. Grande:** Well, you should have been in Etobicoke about a year and a half ago—at one of the high schools in Etobicoke—and seen the kind of pressure that happened to be mounted. Even after that, they did not allow it to go on. They just did not allow it to go on. I could give you a list. I would be more than willing to give you a list, more than willing.

But anyway, what would happen if a school board says, "Well, the minister can say what he wants"? The community says, "We want these kinds of language courses or language programs," but the school board says, "No way that we are going to get into it, and we are not going to get into it for financial reasons." When we come to that I'll tell you why. There are six or seven reasons why this particular heritage language program was conceived—and whether you agree with me or not, and I don't expect you to agree with me—it was conceived primarily for political purposes and is inadequate. Period. It is inadequate.

**Hon. Mr. Wells:** That is false.

**Mr. Grande:** Well, all right. But that's not the understanding the people out there have. So convince them. Do convince them.

**Hon. Mr. Wells:** I'll convince them. In fact, I think they are convinced. Certainly I meet with a lot of them and they are convinced. You might tell us who has written that brief. You haven't told us who that brief is written by.

**Mr. Grande:** You mean you did not answer this brief?

**Hon. Mr. Wells:** No, but you tell us now, for the record, who it is written by. You've been reading from it but you haven't told us who it was written by.

**Mr. Grande:** Committee for the Accreditation of Third Languages in Ontario.

**Hon. Mr. Wells:** Yes, but who are they?

**Mr. Grande:** 756 Ossington Avenue.

**Hon. Mr. Wells:** I don't know who they are.

**Mr. Grande:** The people there are: Dr. Athanassios Foussis, Mr. Imants Purvs, Mr. Michael Wawryshyn, Miss Ruth Lee, and I suppose Mr. DiGiovanni is a member of that committee.

**Hon. Mr. Wells:** And is that a broadly based committee representing a whole multicultural group or is it one particular group or—

**Mr. Grande:** Look, if you want to pull that kind of a red herring—



**Hon. Mr. Wells:** Oh, come on now. We have got to know. It could be four people plus someone else doing the typing who feel that way about the program. I mean it's not a group that's readily recognizable by any of us here.

**Mr. Grande:** So, in other words, what you are suggesting is that these people have to be elected officials of their particular community. Is that what you are suggesting?

**Hon. Mr. Wells:** No, all I am suggesting is, let's be completely above board with it. You are trying to suggest that it represents a blanket condemnation of the whole programme. I'm trying to suggest that it represents a very limited condemnation of the program. Probably the truth is somewhere in between, but let's face the facts that we don't know who that group is and we don't know whether they represent 10, 20, 500 or 1,000 people.

**Mr. Grande:** I don't know how many people they represent, but I don't want to get into the numbers game. I really don't want to get into the numbers game with you, because every time a serious proposal is put before you, you say: "How many people does this represent?" For heaven's sake, it represents one individual, if that'll make you feel good.

**Hon. Mr. Wells:** No. All I want to say to you is, just as you have done, I have met many of these groups who are interested in heritage languages. I've met with the Sikhs, the Muslim groups, with various Hindu religion groups, and so forth. Everybody may not be happy with this as the ultimate program but they see it as a very good first step, as a significant step forward and they are moving forward to institute these programs. The Greek community is very interested in it. They, I'm sure, wouldn't write the kind of brief you've just read. I suspect the Italian community and the Italian classes in the separate schools would probably, ultimately, come under this program and it will be a better way of financing them than with money from the Italian consulate.

**Mr. Grande:** That's probably the reason you've put this program forward, because there is, somehow, a fear of a foreign government supplying money for education in the province of Ontario. Do you know why it happens? Because you are not moving to fulfil the needs of those communities. You're not doing it. You're just saying: "Look, let me set up this committee. Let me set up another committee and, as a matter of fact,

the Premier wants to set up a further committee." Can you imagine it? Seven years later, when we talk about it, the Premier of this province wants to set up—really, I've got to read this into the record—the Premier of this province wants to set up a further committee to take a look, "an interministerial committee on multiculturalism."

For heaven's sake, why don't you say: "Look, we don't believe in this. We don't want any part of it. We don't agree with this kind of direction," and call it quits so then the people out there will know what you're really all about? Don't just give us the rhetoric, or give the communities rhetoric. Obviously, these communities do not believe it because the candidates of the Conservative government in the west end were totally wiped out. And you know it.

**Hon. Mr. Wells:** The west end isn't the only section of Toronto that has very large multicultural communities.

**Mr. Grande:** We disagree on that.

**Hon. Mr. Wells:** Certainly we do. We elected as many members in Metropolitan Toronto as you did.

**Mr. Grande:** You certainly did.

**Hon. Mr. Wells:** Okay. I think that's a facetious argument.

**Mr. Grande:** All right. Perhaps it is.

**Ms. Gigantes:** That's the kind of argument that the minister so often presents. He attempts to use it as a bluff.

**Hon. Mr. Wells:** No, I wouldn't present those kind of arguments unless they're presented in the first place by someone else. The actual assumption was made that your party, somehow, had all the answers to multiculturalism, and because you did, you won all the seats.

**Ms. Gigantes:** Was there someone, Mr. Chairman, who told us before that the people of Ontario had decided he was right because they had obviously voted for a Conservative government, a minority though it might be? Was this not the same minister who is lecturing us now? Was that earlier this afternoon—

**Hon. Mr. Wells:** Not lecturing.

**Ms. Gigantes:** —that he was right because people had voted for him?

**Hon. Mr. Wells:** I don't remember saying that. All I'm saying is that the Conservative Party won 14 seats in Metro Toronto and so did the New Democratic Party.

**Ms. Gigantes:** Mr. Chairman, let me point out that if your side succumbs to a tempta-



tion it's not because there was no provocation.

**Mr. Kerrio:** I guess we got second place because the people of Ontario aren't ready for socialism.

**Hon. Mr. Wells:** The thing is that at some point in time the multiculturalism policy of the New Democratic Party is a little different from area to area, too. My friend over here represents Metropolitan Toronto, too.

**Mr. Grande:** You point out to me where the multicultural policy of the New Democratic Party is different from area to area and then I'll point out to you where the multicultural policy of the Conservative government is non-existent. That's exactly what it means in here.

**Hon. Mr. Wells:** All right. It's my understanding that part of your multicultural policy is to have these heritage language courses taught as part of the regular school system—

**Mr. Grande:** Definitely.

**Hon. Mr. Wells:**—from Grade one—and perhaps then to move on to having these as languages of instruction. Is that part of your policy?

**Mr. Grande:** Nobody ever said that.

**Hon. Mr. Wells:** Well, Mr. Duszta came very close to saying it a few years ago. Maybe he didn't recently, but anyway that's all right. Some of your candidates in some of the areas did not admit you wanted these languages taught during the regular school hours. That policy varied from some areas there. I make no bones about it, our policy is that they shouldn't be taught during the regular school hours, the five hours. There should be five hours of school and the heritage languages are an add-on at this minute.

**Mr. Grande:** I'm asking you, why are you using this as a punitive measure? Why are you using it as a punitive measure to the children in the school system? Why are you doing that? After 5½ hours of school, a child is going to be expected to remain after school or on Saturday or during the summer months, when his peers are out in the streets enjoying themselves or in the schoolyard enjoying themselves, and be punished by being told, "You stay in school if you want to learn, or if you want to maintain your native language."

That should not be done to any man, to any child, to anyone. That's punishing a child because the child has a different cultural background from the one that is prevalent in the society. That to me is the highest type of punishment and it's not even humane, it's not even humane.

**Mr. Baetz:** Punishment to teach a child his native tongue? Punishment—you're contradicting yourself. It's a complete contradiction.

**Mr. Grande:** You're not listening, obviously.

**Mr. Baetz:** Obviously I'm listening. You're contradicting yourself. What do you mean punishment? Surely this is an opportunity, Mr. Chairman—

**Ms. Gigantes:** Mr. Chairman, I don't think the member understands the way that estimates people proceed.

**Mr. Grande:** Who is going to come to his defence? If the member does not understand what I'm talking about, well it's no coincidence. The minister understood very little before I came to this Legislature, and he's getting an education.

**Mr. Kennedy:** Are you ever lucky, Mr. Minister.

**Mr. Grande:** I think he considers himself very lucky, as a matter of fact.

**Hon. Mr. Wells:** I don't buy your statement that it's a punishment. These courses are also not just open, of course, to people of that heritage background. They're open to every student to take and others do wish to take them—not many, but others do. I don't see it as a punishment at all; it's an add-on educational experience just as many other people take programs at different times. I think it can be quite viably worked out; the groups have been working it out now. The heritage language program provides for government funding for that program.

**Mr. Grande:** When I came to Canada, back in 1955, I was asked to take English as a second language after school. I remember it was a punishment for me. Even though I wanted very much to learn how to speak English, it was a punishment for me to stay after school to learn the language.

Don't you think for these children it is definitely a punishment, and the punishment is a cultural punishment? It's a punishment which says that because you have a culture and a language other than the one that is dominant here, you do it at 3:30 or you do it at 4 o'clock, and if you don't like it, don't do it at all. If you don't call that a punishment, I don't know what punishment is. That is the most excruciating, emotional and cultural punishment that I can think of.

**Hon. Mr. Wells:** Is it a punishment to play football and things like that?

**Mr. Grande:** Not at all, not at all, there's no punishment.

**Hon. Mr. Wells:** Well, that's done after school.

**Mr. Grande:** Are you equating the two?

**Ms. Gigantes:** Yes, he is.

**Hon. Mr. Wells:** In some cases, a student makes a choice and they want to play football. For some, that's part of it. It would be very nice to have the football games and the football practices all during school hours, too.

**Mr. Grande:** You mean to say that a six- or seven-year-old child makes the choice to stay after school and learn his native language and maintain his native language. Is that what you're saying?

**Ms. Gigantes:** He's saying it is the same as playing football. That's what he's saying.

**Hon. Mr. Wells:** Well, you and I just don't agree on this and that—

**Mr. Grande:** It's not a disagreement.

**Hon. Mr. Wells:** —it doesn't make me right and it doesn't make you right, so—

**Mr. Grande:** It's not that it's a disagreement; I think fundamentally you don't believe in it and you're not admitting it. That's what bothers me.

When the Toronto Board of Education, Mr. Chairman, says that in its schools there are approximately 40 to 45 per cent of its students who have a language and culture other than English and French, and only 2.7 per cent of the funds are used in the multicultural programs, then I suggest to you that no one believes in it; the school boards don't believe in it, the Minister of Education doesn't believe in it and the Ministry of Education doesn't believe in it. Don't tell me or tell anybody that multiculturalism is a reality in the society. Where's the reality? How is the reality reflected in the institutions of the society? You tell me, you show it to me, and then I'll say: "Yes, it is a reality."

Maybe you're thinking it's a reality because on College Street you can hear Portuguese in the street, and you can see a Portuguese restaurant and you can go in that restaurant and you can have a Portuguese dish. That's multiculturalism.

**Hon. Mr. Wells:** No, it isn't.

**Mr. Grande:** The vestiges of a culture, that's what they are; the vestiges of a culture, and in good time those will disappear because the most important factor in any culture is its language. You allow that to be destroyed, you allow that to disappear and you've destroyed that culture, purely and simply. I don't have to sit here and tell you. Every sociologist, every linguist, everyone who knows anything about this area will tell you exactly the same thing.

By the way, Mr. Minister, I would really appreciate it if you could instruct somebody, or ask someone in your ministry, to write this

multicultural policy down. I would be interested in the scope, the breadth, the depth of that policy which, you know, the rhetoric of the Premier of this province seems to indicate. Words can be used and they can also be meaningless because multiculturalism can never be truly felt in this society or in any society until you go just a little bit beyond the folklore and the vestiges of a culture.

**Hon. Mr. Wells:** I don't disagree with that at all.

**Mr. Grande:** Well, when you present to me, as a member of this Legislature, and as a bilingual person, that kind of a language heritage program, after we've been talking about this for the past five or six years, since 1972 at Heritage Ontario—another big do that your government put forth—and you come out with this at the end of seven years, after the thousands of dollars you spent with the committee on multiculturalism, the Ontario Advisory Council on Multiculturalism, et cetera, then I say to you, "There's been a lot of time wasted, because that's not worth it. That's really not worth it."

**Hon. Mr. Wells:** Incidentally, we funded that yellow report that you read.

**Mr. Grande:** Oh, don't I know, don't I know. I do know. Thirty-three thousand dollars worth, as a matter of fact.

**Hon. Mr. Wells:** All part of the interest in this whole problem in Metro Toronto.

**Mr. Grande:** Well, I will have something to say about this report when we come to research and evaluation. That's the proper place for me to talk about this report.

I'd like to go into English as a second language program, because if there is anything that I know about the different cultural groups in Ontario, it is that that they truly want their children to learn English. They have to learn English. They must learn English, and they know it.

The English as a second language program, with all its shortcomings, with all its faults, is still the best program we have available. There is no other program available to teach as fast as possible, as expeditiously as possible and as well, the English language. What is happening to the English as a second language program?

**Mr. Chairman:** I think if you will stop there, we will recess until 11:30 tomorrow morning. There is a vote in the chamber, apparently. The bell is ringing.

The committee adjourned at 10:30 p.m.

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**Ministry of Education officials taking part:**

Fisher, Dr. H. K., Assistant Deputy Minister, Education Administration Division  
 Hunter, R. J., Supervision and Legislation Branch  
 Overton, E. A., Director, Education Data Processing Branch  
 Raymond, G., Chairman, Council on French Language Schools  
 Waldrum, G. H., Deputy Minister













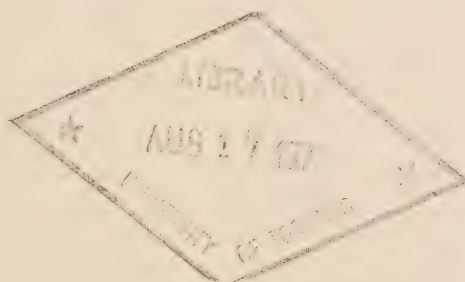
No. S-4

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



**First Session, 31st Parliament**

Thursday, June 30, 1977

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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A list of the speakers taking part in the debates in this issue of Hansard appears, in alphabetical order, at the back of this issue.

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# LEGISLATURE OF ONTARIO

THURSDAY, JUNE 30, 1977

The committee met at 11:45 a.m.

## ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** I think we have enough here for a quorum. I will call the meeting to order. Mr. Grande, you were speaking last and you will be the first this morning.

On vote 3002:

**Mr. Grande:** I might take a little more time from the committee but I make apologies. The reason for that is because it is an area that has to be really looked at, a tremendous amount of work has to be done and my sense is that the Ministry of Education, the minister and the government, are not willing to do it. I just want to put it on the record and to find out exactly what are the problems, what are the impediments and what are the barriers that prevent this government, whether it is philosophical or whether it is being economical, in terms of economics or whatever, from wanting to get involved in this area.

I was talking yesterday about the heritage language program. Let me say right off the bat that I feel a bit hampered in not being able to talk about the costing of this particular program since we decided ahead of time—and I understand and I accept that—we are going to talk about that under a different item. I will do my best to break it up, but if I don't I hope you will forgive me.

Yesterday, as you recall, I was using the words of the people who produced the report to say that the heritage language program is at best another token program that the government has prepared and is producing. It is a token program not in 1975, not in 1976 and not even in 1977, but a week into the election campaign. I made the point that the political motivation is obvious. As a matter of fact, the people I represent, the people in the west end of Toronto, just aren't fooled any more by obvious political giveaways, and obvious political goodies for the sole purpose of retaining power or increasing power in the Legislature.

The minister yesterday was not able to give me as complete as possible an idea

in specifics about what the multicultural policy of this government is. He mentioned something about cultural sharing, the idea that there are many cultural groups in the province of Ontario and the fact that 20 to 25 per cent of the people have neither English nor French as their language and background. Yet the minister wasn't able to go beyond that. I asked him if he could possibly put it down on one sheet or two sheets, or 50 sheets if he has such an adequate multicultural policy. I wonder if the minister has done that.

**Hon. Mr. Wells:** I am going to define it for you now because we certainly have one. You asked for it and I am going to do it. It's going to take me 10 minutes and I'm going to do it. You asked for it and I'm going to do it.

**Mr. Grande:** Before you begin, as I don't want to interrupt you, you did say you were going to provide me with a copy of that speech you made at the conference.

**Hon. Mr. Wells:** Has that not been done for you? That will be provided for you.

**Mr. Grande:** Good, thank you.

**Hon. Mr. Wells:** Here is how we view it. Multiculturalism is a philosophy based upon the belief that each of the diverse cultures now present in our country has something of value to share with others and something of value to learn from others as together we strive to build a new and better way of living, together, in a more ideal society.

There are three dimensions to this ethic: The right to cultural retention, which has now been acknowledged as important to maintaining a sense of personal identity; the responsibility to understand and value others, which ensures that communication will take place across cultures; and the obligation to work towards the common good, which imposes itself equally on all who are born here or who have opted to live in this province.

The goals of our ministry in this area, and the goal of the policy of multiculturalism, are that the educational system of the province contribute insofar as it is humanly possible to the development of a successfully plural-



istic society. To this end the ministry intends to do these things: To provide more effective programs for students who live in a multicultural society, that is programs designed to eradicate racism and discrimination and to inculcate respect for and pride in a multicultural heritage; to ensure full participation by all students in the educational opportunities of the system; to ensure that teachers and administrators are prepared for teaching in a multicultural society; to contribute to the quality of family life and a child's sense of self-worth by encouraging children to understand the language and culture of their parents; to respond, where possible, to recommendations of provincial advisory groups working in this area; to demonstrate provincial policy in action; to negotiate some federal assistance for English as a second language; booster programs, third language classes and other programs designed to enable immigrant children to become full participants in our society; and, lastly, to ensure that provincial prerogatives in education and international protocol are not bypassed by any government. The latter, of course, refers to the Italian and other governments which wish to contribute money into this country. We think that should be done in a proper and diplomatic manner through the regular channels.

The main thrusts of this program put into action then, mean that we will do this: Improve cross-cultural, inter-racial understanding, and a general system awareness of this multicultural policy and its implications, through workshops for ministry, board and school staffs and students; and through research, for instance into areas like factors increasing prejudice and how this can be eliminated. These kinds of programs are presently in the works or are being done.

Next, ensuring that all ministry publications reflect the multiculturalism policy and are designed to increase cross-cultural understanding, will be accomplished through, first of all publication of resource guides. The one for K-6 is ready and I assume you've seen it, Resource List for a Multicultural Society. It was prepared by ourselves and the Ministry of Culture and Recreation as an Experience '76 project. It lists all the various resource materials that teachers in classrooms can use in assisting them in this particular area.

We've given priorities within the learning materials development plan to the development of curriculum materials in these particular areas. The thrust of our multiculturalism policy is input on all our curriculum guideline committees and into our evaluation and research committees. We are using Experience

'77 students this year to produce multiculturalism resource kits. They're busy doing that now.

The next thrust of our programme is to ensure that teachers are prepared for teaching in a multicultural society that does not practise dominant culturalism, through ministry in-service summer or winter courses, seminars and workshops, liaison with all pre-service training institutions and liaison with the federations.

We are defining the role of the child's heritage language through ensuring board awareness of the right to have transitional classes, which I talked about last night; ensuring parent and student awareness of courses in heritage languages offered for credit at the secondary level; defining procedures for the giving of heritage languages classes to elementary school children under the continuing education regulations and programs, which we have been talking about; and giving short courses and seminars for heritage language instructors to ensure they have knowledge of modern methodology in the Ontario system.

Further, to ensure continued liaison with the federal government, other ministries of the provincial government and the boards of education, we are exerting continuing pressure on federal authorities, particularly in regard to increased funding for the English as a second language program. We are working co-operatively with agencies of the federal and provincial governments in all activities designed to promote cross-cultural understanding. A large part of this total government thrust in this area is through the Ministry of Culture and Recreation; and we are establishing a liaison group comprising representatives from those boards having work groups on multiculturalism and the ministry committee.

These thrusts that I have indicated have a general implication for all the branches of our ministry. In other words, the multiculturalism thrusts and policies have general application for all our ministry branches. Those through our own operation within the ministry have been carried out and have been put in place through general staff awareness and familiarity with our program. Then there are impacts in the curriculum, research and evaluation, professional development, teacher education, student activities and special projects branch, the legislation supervision branch, the regional services branch, the school business and finance branch and then our multiculturalism committee, which, as I say is acting as a liaison with local committees of local boards.

That, in a nutshell and succinctly put, represents the bare bones of what is a general thrust of this ministry, in collaboration with the total government policy in adoption of the multiculturalism philosophy we are presently embarking on. It may not be the ideal policy you want, but we think it is a practical policy and one on which we are working in co-operation with many of the cultural groups in this city and in this province, and it is one which enjoys a fair measure of support.

**Mr. Grande:** Thank you very much for that elucidation. Where is the interministerial committee on multiculturalism, where does that fit in?

**Hon. Mr. Wells:** The interministerial committee on multiculturalism is the committee of all those ministries in the government that deal with this whole area. The lead ministry in this area is basically the Ministry of Culture and Recreation. They have a cultural affairs branch or whatever the name of it is. The Ontario Advisory Committee on Multiculturalism reports there or works with them and the Social Development Secretariat.

**Mr. Grande:** Is that part and parcel of the Ontario Advisory Committee on Multiculturalism or is it a separate body that meets at certain particular times?

**Hon. Mr. Wells:** It is separate from that. The Ontario Advisory Committee on Multiculturalism is a committee made up of people outside the government. The interministerial committee is a committee made up of people from those ministries in government which have programs in this area.

**Mr. Grande:** Let me say to you that the first time I heard about this interministerial committee on multiculturalism—and as I said earlier I monitor this area quite specifically, delving into specifics—was in the Premier's speech on May 4, 1977. That is a fact. This is the first time I had heard of it.

**Hon. Mr. Wells:** I think that is right. I think that is a fairly new committee. It has had two meetings. It was part of the development of a thrust in multiculturalism that was put forward by the Ministry of Culture and Recreation as part of their approach. All of the ministries which have programs in this area have been working on this, as you said and as we acknowledge, for the last couple of years. Part of their thrust was this interministerial committee working with their people who are line staff workers in this area.

**Mr. Grande:** Is this committee public or is it an internal committee? Is there public participation? In other words, can I attend meetings of that committee?

[12:00]

**Hon. Mr. Wells:** No, it's an internal committee. It is a co-ordinating committee of government activities in this area, to co-ordinate the activities of the various ministries of the government which have programs in the multicultural area.

**Mr. Grande:** I would have no idea of what the committee does, other than to ask you or to ask Mr. Welch, or to ask other ministries, such as the Ministry of Health that would be involved, during estimates?

**Hon. Mr. Wells:** If you want to ask specifically about the operation of the committee, Mr. Welch's ministry is the lead ministry in that. The chairman is Bob Cook in the Premier's office.

**Mr. Grande:** My responsibility happens to be the Ministry of Culture and Recreation, so I suppose when those estimates come up we will talk further about that.

**Hon. Mr. Wells:** Yes, but they don't administer any programs themselves. As the various ministries develop their programs, this is where they are discussed, altogether, by all those ministries that are concerned with them and have in their own ministry multiculturalism programs, so that they can look at the meshing, whether they are doing something different to what someone else is doing; and why and so forth, so that everybody will be informed. Then the programs are announced by the various ministries and that is where you would have direct contact. This is a co-ordinating agency.

**Mr. Grande:** In other words it is a clearing house, for lack of a better term, for the lack of communication between ministries.

**Hon. Mr. Wells:** No, it is a vehicle for good communications between ministries.

**Mr. Grande:** All right, it is another way of putting it, isn't it?

**Hon. Mr. Wells:** It is a more regularized way of having communication between ministries on a problem rather than doing it on an ad hoc basis.

**Mr. Grande:** Forgive me, if I suspect or look at this with a bit of a jaundiced eye, since the first time I heard about this interministerial committee on multiculturalism was a week into the election campaign. By the way, this was the first time I heard about the internal committee on multiculturalism, in November, 1975. I don't know how you



decide what is the purview of the internal committee on multiculturalism under Mrs. Michalski and the interministerial committee on multiculturalism.

Yesterday, somebody, a member of the Liberal Party, said you study everything to death. I really firmly believe that. You really go into studies and into committees. Somebody once said that there is no leadership any more, there are no great men any more, all there are are great committees. Perhaps that is what your ministry believes in. Politically it is a good way because you diffuse pressure groups.

I was talking with you earlier about this in terms of saying this committee is looking at that and we are just waiting for recommendations from that committee. Good; go home, stay for another year to year and a half, then come back to us and we might be ready. That is exactly what you said to me two years ago. Now I come up two years later and you are still saying we are in the process.

**Hon. Mr. Wells:** I would use another word. I wouldn't say you diffuse pressure groups, I would say it is how you involve pressure groups and interest groups. It depends on your point of view.

**Mr. Grande:** It certainly does.

**Ms. Gigantes:** It depends on your patience too.

**Hon. Mr. Wells:** I have infinite patience.

**Mr. Grande:** I did not intend to get into any kind of discourse on multiculturalism or curriculum, multicultural education as it has been called—properly called, as a matter of fact—in terms of taking you back to 1969 and the publication of the bi and bi commission, book 4, and the recommendations of the bi and bi commission; taking you through 1969 to 1977 to take a look at what the federal level has done and what the provincial level has done; and comparing what the local level and the school boards have done—because as far as I am concerned, that is where the leadership is, Mr. Minister. The leadership is at the school board level. The Toronto Board of Education has shown you that leadership. The York Board of Education is showing you that leadership. The Scarborough Board of Education is beginning to show some leadership. The North York Board of Education is showing that leadership. What you are going to be doing ultimately is pulling these ideas and concepts together and saying, "This is common in all these reports; let's do that. And the commonality happens to be the least important matter as

far as that particular board of education or that particular community is concerned."

My leader in the Legislature put it in better terms than anyone I know when he said that your government practises the art of the minimum as opposed to the art of what has to be done and what must be done. It shows a minimum of leadership and a minimum of advancements and a maximum of stalling. To the best of my knowledge, over the past two years, that is how I have come to see the Ministry of Education. It's a personal opinion. I suppose I reached that conclusion possibly even before I came to the Legislature and perhaps that is one of the reasons I came to this Legislature.

**Hon. Mr. Wells:** There is another side to that. My perspective is different from yours, I agree, but I see nothing wrong with the board of education for the city of Toronto taking the leadership in this particular area, as well as the York board and the Scarborough board. I think that is the essence of our system.

That's what I was trying to get at in my opening remarks, that it is a shared system. There is nothing inherently wrong with the Ministry of Education being in the background to lay the guidelines, and the leadership coming from boards which are on the firing line and facing the problems. There is nothing wrong with that. That shouldn't be taken, and I do not take it that way, as a criticism of this ministry. I take the fact that those boards will take the leadership as an indication that we are doing our job co-operatively, the way we should.

**Mr. Grande:** As a matter of fact, I didn't think I was suggesting that there was anything wrong, because I think that it is within those boards that you have the real educators in this province. It is certainly not at the ministry level. And I'm not trying—

**Hon. Mr. Wells:** I take exception to that.

**Mr. Grande:** No, wait—

**Hon. Mr. Wells:** I think that these people who are sitting here are the equal of anybody at the board level, and I don't think we want to get into that kind of a comparison.

**Mr. Grande:** You didn't let me finish. I'm not suggesting to you that the people you have around you in the ministry are less capable educators. All I'm suggesting to you is that perhaps the people you have around you, because they are in the ministry, have developed or evolved a sort of political stance which reflects the ministry's wait and see attitude. Those people, I am quite sure,



were leaders in their particular school boards; they were capable people in their respective boards, but since they have come to the ministry, I have a sense that they are kind of stifled—perhaps that's a good word—a bit lost.

**Hon. Mr. Wells:** They are not stifled, that's not a good word.

**Mr. Grande:** They cannot produce. They do not have that sense of leadership they are quite capable of giving, as they were when they were with the school boards. Perhaps they came to the ministry because they thought that was where the action was; that it was where the changes and innovations in education would be coming about. Some of them might be feeling right now that they should have stayed where they were.

It's a personal thing with me because I certainly felt that when I was in education, when I was a teacher. Perhaps one of my motivations for leaving teaching was that I was beginning to feel satisfied there. Anyway, that's an aside to the whole thing.

I want to talk about the area that you're talking about, your policy of multiculturalism and the different directions you're going with teachers' education, transitional classes and pressuring federal authorities for ESL. Sometimes I wonder how intense the pressure is when you take over a year to convince the federal government that it should have some input into teaching English as a second language to children whom the federal government was responsible for bringing here in the first place.

Obviously you're not making your case and you're not making your case solid. Let me get to that a little while later when we talk about the \$10 million you were referring to yesterday.

On the heritage language program, do you have specific guidelines by which school boards can make use of the particular funds that you put at their disposal? Can you answer, in more specific terms than the memorandum that was sent to directors of education—because that, as far as I'm concerned, didn't say anything newer than what you said in the *Speeche from the Throne*, really; nothing new—questions like: How many classes in how many different languages can the school boards evolve? What is really the amount of money that the school board will get in terms of the percentage of the dollar? Is it 28 cents, as far as Metro is concerned, for each dollar they spent in these classes? In other words, are you suggesting that by the initiation of these classes we impinge

further on the property tax payer of this province? Could we have some firm guidelines so that these school boards, as of September of this particular year, can start to make use of this program for what it's worth?

**Hon. Mr. Wells:** These guidelines, basically, are worked out individually with each school board. I can't tell you exactly how much each will get under the heritage language program continuing education grant, because the grant system is complicated and the variables have to be worked out in each particular case, but this can be done with them and there's no problem. They all know that. They know that our school business and finance people are there. They will interpret and work with them to decide how the funding works. I know of nobody who has any problems in this particular area. They know how to find out what money is available and there's no limit on the number of classes they want to establish.

**Mr. Grande:** So you're saying to me that I cannot find out now?

**Hon. Mr. Wells:** If you give me a specific I will then go and check and have it computed for you and give it to you in a simple formula. I can tell you it'll probably cost about \$2 million more in the grant for what we see as the number of classes that will be included next year, but if you want to know exactly the costs of a class in Punjabi the Toronto board is going to offer this summer, how much we're going to pay on that and how much they will pay locally, I can't tell you that now. I would have to get that all computed out for you. There is no simple formula.

**Mr. Grande:** But it is on the same basis as you fund other continuing education programs.

**Hon. Mr. Wells:** That's right.

**Mr. Grande:** Which means 28 cents in Metropolitan Toronto for every dollar spent, does it not?

**Hon. Mr. Wells:** There's some feeling around—and it may not apply in Toronto, it may apply to others—there's some general feeling around among some people that the school boards actually make money on some continuing education programs, in actual fact.

**Mr. Grande:** You mean they're going to be getting the money regardless of whether they set up the classes at all?

**Hon. Mr. Wells:** No, no.

**Mr. Grande:** How are they going to make money?

**Hon. Mr. Wells:** The way the grants work, and so forth, for continuing education.

**Mr. Grande:** Would you please explain it to me, when you give them 28 cents for every dollar?

**Hon. Mr. Wells:** What I'm saying is that if you give me a specific example, I will bring you back an accounting, which will include weighting at the Toronto board and the amount of grant it will likely get for that; but I can't tell you in general terms.

[12:15]

**Mr. Grande:** Okay. Here's a specific example: The Toronto Board of Education is going to be setting up 57 different classes in 57 different languages, because there are 57 language groups represented in Toronto. With the 57 classes what would the cost be, assuming 15 children per class?

**Hon. Mr. Wells:** We'll give you an estimate next week of what the cost will be after we talk to the Toronto board and find out exactly how it's going to handle it and whether it's going to ask for any parent input on the cost of the classes. As you know, for a lot of continuing education classes people pay \$10 to come. Some of the parent groups may wish to contribute some money toward the classes, I don't know. This has all got to be figured out before I can give you any exact figures.

**Mr. Grande:** So this is how the board of education would make the money, because out of the 72 cents the board would have to be paying, either through the property tax system or through a fee to each individual student, it would end up making money? Is that how?

**Hon. Mr. Wells:** No.

**Mr. Grande:** In other words, if it ends up that it will be \$15 per student for a particular term, then the board of education would ask you for \$20?

**Hon. Mr. Wells:** The actual amount they could get in grant could be, in some cases, greater than the salary of the person who gives the class and the overhead costs of the class, in some continuing education classes.

**Mr. Grande:** You're going to have to give me more specific information on this. I don't know when you're going to get it or when you're going to give it to me. You said next week. Just work on a hypothetical case if you will.

**Hon. Mr. Wells:** I'd rather not work on hypothetical cases. I will work on actual cases and I'll bring you an actual case, because hypothetical cases have a way of getting out of hand, we make assumptions that may not be true. If you want to look at the Toronto board, which is embarking upon certain programs in this area, I will endeavour to get you some of the financial data on that so that I can then show you what the classes are, what the grant will be and how we estimate it will be paid for.

**Mr. Grande:** Mr. Minister, I want a hypothetical case for the reason that an actual case, when the school board will take a look at all the different factors in terms of the funding then that might be a deterrent for them to be setting up classes.

**Hon. Mr. Wells:** Let me give you the actual case, then you can see, based on that, whether you want to go into the area of hypothetical cases. I would rather deal in actual situations.

I presume what you're leading up to is you're trying to indicate that because Metro only gets 28 per cent provincial support this program is not even going to be fair to them in that particular area. Is that the kind of road you're leading us up? That in itself shows a lack of complete understanding—

**Mr. Grande:** I'm just trying to get information from you regarding this program.

**Hon. Mr. Wells:** —of the total grant system in this province.

**Mr. Grande:** It may very well be. I don't assume to have full knowledge of the grant system in this province.

**Hon. Mr. Wells:** No, but generally people make the statement that Metro only receives 28 per cent. They make it about the French grants, they make it about others, as if there is something inherently wrong with Metro only receiving 28 per cent support as opposed to some other area receiving a large share of provincial dollars.

**Mr. Grande:** I understand this is under you—

**Hon. Mr. Wells:** Equalization.

**Mr. Grande:** —equalization, equality and so forth.

**Hon. Mr. Wells:** That's right.

**Mr. Grande:** I don't know whether equality of education is going to be based on monetary terms. I never thought that.

**Hon. Mr. Wells:** No, but it's certainly one of the factors.

**Mr. Grande:** I assume that before this Legislature prorogues for the summer, or we go home for a little while, or we get back

into our ridings, or whatever we wish to do, go on our holidays, I would have further information regarding the heritage language program?

Hon. Mr. Wells: Yes, I'll try and have some illustrations for the vote on school business. We're really into the grant. It's got to do with the grant section. I'll get that at that time.

Mr. Grande: Okay, let me get into the second area. Oh sorry, before I do that, regarding that third language as a medium of instruction business that you just mentioned here on transitional language classes, to my understanding the Toronto Board of Education has the only one, and has had the only one for the past three years I assume.

Hon. Mr. Wells: It could be. There's nothing to stop anyone else from attempting it. I have stated here that we don't object to it.

Mr. Grande: Are you going to let them know in a more direct way, the school boards and to the principals?

Hon. Mr. Wells: Yes. Some have started them and stopped them, I understand. The separate school board had something—

Mr. Grande: Do you know why?

Hon. Mr. Wells: No, I don't know why.

Mrs. Michalski: One or two of the boards ran into difficulty because they found there were some very different dialects in certain languages. In fact, the youngsters were having difficulty understanding the standard language of that particular country. English, in fact, was a better medium of instruction for the youngsters. The boards made the decisions themselves.

Mr. Grande: Is that input from the principal of that particular school, at General Mercer?

Mrs. Michalski: Oh, no. I am talking about other boards which tried it and found that in their particular instance the dialect spoken by the groups of youngsters were so diverse as to make it rather difficult.

Mr. Grande: Which other boards are you referring to?

Mrs. Michalski: The one I have in mind is North York.

Mr. Grande: They weren't able to solve that difficulty? You are saying that. I don't know but I will check into it. Definitely I will check into it.

The other point about this, as my colleague stated to me, is there a brochure about this in the liquor stores in the province?

Hon. Mr. Wells: About the heritage language program?

Mr. Grande: No, about the transitional programs.

Hon. Mr. Wells: No.

Mr. Grande: Are you planning to do one?

Hon. Mr. Wells: We might. If we do, it won't be just about the transitional languages, it will be about the total policy. It will have all the facets of the policy. We are not looking at one particular thing, we are looking at a total policy.

Mr. Grande: It would be nice to disseminate information that is worthwhile.

Hon. Mr. Wells: All the information we disseminate is worthwhile.

Mr. Kerrio: It will vary considerably from liquor store to liquor store.

Mr. Grande: Regarding this topic?

Mr. Kerrio: Sure.

Mr. Van Horne: Just for information, you suggested that the reason for dropping the program in a few instances was that dialect was a problem. I would like to know if there was any additional weighting in the grant structure for the teacher of the language, Portuguese or whatever—

Mr. Grande: No, they never do that.

Mr. Van Horne: —to encourage them, or would they, on the other hand, be discouraged? I would have to assume you are dealing with a smaller loading factor in the classroom with smaller PTRs. Some boards might be discouraged if they're looking at maybe eight or 10 or a dozen youngsters in the classroom with one teacher. If they're not getting any additional funding for that to encourage them, would that have been a factor in their dropping the program, rather than just the dialect problem you have suggested?

Mrs. Michalski: I have to admit this is information received in casual conversation. I suspect from my relationship with most of the boards that had financing been a factor, they certainly would have told me that first.

Mr. Van Horne: You are not aware of any financial problems in trying to allow that program or encourage it?

Mr. Grande: We went through this discussion. I would like to thank you for asking that question because that is very much to the point and germane to the whole thing. It is that the ministry is not encouraging this development through the grant system and through supplying or giving further funds to the boards of education for going in this particular direction. The ministry is saying: "Go ahead, if you want to do it



just shuffle your priorities." It isn't that I disagree with that. Shuffling the priorities of boards of education is one factor. But the other factor, as I have put it to the minister many times, certainly is some type of funding—seed money or whatever you want to call it—that encourages the board to go in that particular direction. The ministry is not doing that and it has no intention of doing that. As I started out to say yesterday, you are really not concerned and interested in this particular direction; that is why you are leaving it there and why you are not willing to go any further. But at least you should say so, so that people will know where you stand.

**Hon. Mr. Wells:** I'll say so again, because it doesn't sink in to you, we are concerned and we are interested in this direction. We spend one heck of a lot of time dealing with it and discussing it. Your assumptions and observations are absolutely wrong about this. I won't convince you and you won't convince me, but I just have to state very clearly my position on it.

Let me also state that we do provide extra money for this in a weighting factor. The compensatory education weighting factor does take into account the number of children who speak English and so forth, and there is in consequence an extra amount of money that goes to a board if the percentages are quite low, such as in the case of the Toronto board which gets advantage of extra money because of the compensatory weighting factor.

**Mr. Kerrio:** Mr. Minister, along these same lines, if I may, when you are suggesting in the regulations that the transitional language will be allowed, is there some danger if we widen that too broadly that we'll continue to educate the children in another language rather than take them through the transitional period and get them, in a sense, to the fundamental language of Ontario? Is there some concern there? I mean, suppose you enlarge this and you say, "You can go through this transitional period for as long as you want." How far do we go with it?

**Hon. Mr. Wells:** That's basically our policy, that the transitional language is there when in the opinion of the teacher it can help the pupil progress, with the main aim being that the student is going to be educated in one of the official languages, English or French; in Toronto it's likely going to be English. That is the aim. The transitional language is to ease the trauma and help that child through, but not to continue it forever and ever.

As I say, our policy is not that there be other languages of instruction in the schools. That is not the policy, and I don't think that should be our policy. There are only two basic languages of instruction in the schools of Ontario, English and French, and we do not believe there should be other languages of instruction.

**Mr. Martel:** Did you look at the select committee report of which Mr. Speaker Rowe was chairman? The recommendations were that you should encourage third languages, whatever they might be—maybe not as a language of instruction but certainly the fostering of a retention of that language.

**Hon. Mr. Wells:** We are talking about languages of instruction and I am saying that the government of Saskatchewan, for instance, is allowing instruction in a variety of languages. To me, this is a very divisive sort of thing and it strikes exactly in the opposite way to a whole multicultural policy.

**Ms. Gigantes:** I have to interject here very briefly, Mr. Chairman, if I may. We are getting so confused about what the purpose of the encouragement of a third language might be in our society. We are talking as if there were a grave danger that people who live in Ontario would not learn English. This is out of the question. People who live in Ontario learn English; they learn it fast—especially children—and that's that.

There is no doubt in my mind whatsoever that the overwhelming influence of the English language in Ontario is quickly going to be absorbed by children who come to this province. What we are really discussing is whether these children get an education, because they don't get an education when they have to come smack into a school system where they can't speak the language of the majority.

**Mr. Grande:** The language of instruction—and if they do not understand the language of instruction, they cannot receive a good education.

**Ms. Gigantes:** They won't get the education.

**Mr. Grande:** And that's the whole point, that is what it is all about.

**Hon. Mr. Wells:** At least we are getting the lines drawn now. Last night you didn't indicate that you were in favour of other languages of instruction. I gather that what you are saying now is that you are.

**Mr. Grande:** I'm talking about the transitional classes—

**Hon. Mr. Wells:** No, no. We are talking now about the languages of instruction.

We've diverged off into whether there should be official languages of instruction other than English and French. I am saying that, notwithstanding select committee reports, this government's policy is that there should not be. Whether you like that or not, I'm just stating the policy.

[12:30]

**Ms. Gigantes:** What do you mean, Mr. Minister? Do you mean that we are saying that somebody take a Ph.D in Italian in Ontario? Are you suggesting that?

**Hon. Mr. Wells:** No. What I mean is that we have homogeneous French-language elementary schools, but that it is not possible under The Education Act of the province to have an elementary school where Italian or Portuguese or Ukrainian is the language of instruction. I agree that they would take English, but English would just become a subject. The total educational program would be in Italian or in Ukrainian or something like that.

**Ms. Gigantes:** What we are talking about really is the situation in Toronto, in a city with so many different language groups, where the boards have not been able, even when they have wanted, to easily implement the transitional classes that you are finally saying you accept.

**Hon. Mr. Wells:** Well, all right. But are you suggesting—

**Ms. Gigantes:** We are talking about two different things. You are talking about a hypothesis. We are talking about the reality that we see, of children coming from a different culture, and having a different language, trying to get an education in the province of Ontario and how best we can go about that. You have finally admitted in your ministry that it is possible, if boards recognize this need, for them to be allowed to set up transitional classes. It is clear that you haven't advised the boards very carefully; you haven't encouraged boards. In fact, large communities within a city like Toronto probably don't even know of the possibilities. They don't know that they can go and demand such classes of their board. That is the reality we are discussing.

**Hon. Mr. Wells:** But you see you have missed one point right there.

**Ms. Gigantes:** Behind that lies not an interest in having people educated throughout an entire program of education in the province of Ontario in a third language—it is nonsense for you to throw that kind of thing at us—it is an interest in seeing that children who come to the province of Ontario have a way of gaining entry to our

education system and get a decent education out of it, as other children do.

**Hon. Mr. Wells:** That is, of course, our goal and our aim. I think that by and large it is being done very well. I don't see the transitional language, for instance, as something that parents come and demand, because it is the person who is doing the teaching who is going to make decisions about the need for this kind of program. They are the ones who are going to do that. That is exactly the essence of this policy; that the teacher and the principal in that school see that first and foremost we have good English as a second language program, but that a transitional program in the mother tongue is also necessary; the teacher and the principal will want to institute that.

**Ms. Gigantes:** Mr. Minister, in no other program do you suggest that the basic initiative, the basic demand, come from the teacher, in no other program. Why in this program should the judgement be made that the initiatives should not come from parents? That parents at the very basic level—at the liquor store level—should be informed of their right to go and ask their school board, to ask of their school, that this transitional program be offered to their children.

**Hon. Mr. Wells:** I think you view this program much differently than I do.

**Ms. Gigantes:** I think I do.

**Hon. Mr. Wells:** And I would differ with you on your previous statement, because I think all kinds of enrichment programs and special education programs in the areas of special help are initiated at the classroom level, sometimes without the knowledge of the parents. I am not saying that is right, but they don't necessarily go to the parent. If there is an enrichment program available and the teacher finds that six kids in the class should have something special added to their program that would just be added and they won't go and ask the parents. I view this in the same light; the teacher in the program with the responsibility for educating these children who come into the class may use the transitional language approach and the principal in the school may devise programs; they are the ones who are likely going to be exercising this. I think you are starting to verge into this other area. Vince asked this question—

**Ms. Gigantes:** Which other area?

**Hon. Mr. Wells:** The area of having it as a language of instruction, which I say it is absolutely not. The province of Saskatche-

wan has said you can have other languages of instruction in the schools.

**Mr. Grande:** Alberta and Saskatchewan.

**Hon. Mr. Wells:** That is not our policy in this province. I deeply feel that it is not going to help the situation.

**Ms. Gigantes:** Have we asked you for that? No, we have asked you, at the very elementary level, to improve the practically non-existent program, as it is now.

**Hon. Mr. Wells:** We are agreed on that. But it is this area of language of instruction; I just want to make our position very clear—

**Ms. Gigantes:** You are fighting a straw man.

**Hon. Mr. Wells:** No, I am not.

**Ms. Gigantes:** Yes, you are.

**Hon. Mr. Wells:** The question was asked of me here, and I suspect that your policy basically is that you would allow other languages of instruction.

**Ms. Gigantes:** I can't see any reason why not.

**Hon. Mr. Wells:** Other languages of instruction!

**Ms. Gigantes:** That question is not before us, and this government—

**Mr. Grande:** That is also the policy of the Liberal Party of Ontario, if they bother to take a look at it, as it was presented to the Toronto Board of Education approximately three to four months ago.

**Hon. Mr. Wells:** I am stating our policy clearly. Why beat around the bush about your policy?

**Mr. Grande:** We are not beating around the bush about our policy.

**Hon. Mr. Wells:** I still haven't got a clear indication from you whether—

**Mr. Grande:** Mr. Minister, the needs of people are what we are trying to take into very serious account in this Legislature. That's what we are talking about. That's what we are doing. You are saying, whether it is the need of people out there or not is irrelevant, because that's the way it is and that's the way it is going to continue to be. And, as the Premier (Mr. Davis) said at one particular time, it never occurred to anyone that in the province of Ontario the school system would be teaching in 15 different languages. Now, come on.

**Ms. Gigantes:** Well, why not?

**Hon. Mr. Wells:** Now you have two different opinions right there.

**Ms. Gigantes:** But you know, Mr. Minister, this is not the question in front of us; nor have we raised it as a question with you.

**Hon. Mr. Wells:** Yes, one of the members of the committee raised it.

**Ms. Gigantes:** But you have been attempting, for the last day and a half, to avoid answering questions on what is happening now—

**Hon. Mr. Wells:** I have not avoided answering any questions.

**Ms. Gigantes:** Yes, because you keep talking about languages of instruction, which is not before us.

**Hon. Mr. Wells:** The question was asked, wasn't it, Mr. Chairman? The question was asked, were we talking about languages of instruction? I have stated very clearly my policy—

**Ms. Gigantes:** If you go back to the transcript of yesterday, you spent a lot of time talking about a subject I've never heard about before. It is not before us.

**Hon. Mr. Wells:** What subject have you never heard about?

**Ms. Gigantes:** I have never heard about this whole discussion of whether or not there should be different languages of instruction. I have never heard that phrase.

**Hon. Mr. Wells:** It is a part of the educational policy of the New Democratic Party of Ontario.

**Ms. Gigantes:** Well, it has just never seemed terribly relevant to me. I look at a phrase like that and I don't understand it. I have to have it explained—

**Hon. Mr. Wells:** It's just like the \$4 minimum wage; it's hidden there in a resolution somewhere. You'd better look for it.

**Mr. Martel:** It can't be hidden if it is in print.

**Mr. Grande:** We have called for an amendment to The Education Act; that's true. The Liberal Party of Ontario has called for an amendment of The Education Act. We have called for transitional language programs in third languages—

**Hon. Mr. Wells:** That's right.

**Mr. Grande:** —the Liberal Party of Ontario has called for that. As a matter of fact, the Liberal Party of Ontario has done exactly the same thing, word for word, as the multicultural work group of the Toronto Board of Education has said. That's what they have done. In other words, they have accepted that area.

You are the one who still hasn't seen the light, but one of these years I suspect you



will. You won't see the light because you see it as a direction we should be going in this province or as a goal that we should be moving towards in this province, but you will do it because of mounting pressure at a particular time, as was the case with this heritage language program. Two or three years ago, it would have been unheard of that you would supply even a red penny to the boards of education for third languages. You would just not hear of it. There was no way.

**Hon. Mr. Wells:** That's right.

**Mr. Grande:** They were very—what's the word?—apoplectic to the whole thing.

**Hon. Mr. Wells:** But what does that prove? All it means is that, as with all things in society, we evolve in these social issues. It would have been unheard of 25 or 30 years ago that government would have paid for abortions, but the government is paying for them.

**Mr. Grande:** All it proves is that the only thing you understand is pressure.

**Hon. Mr. Wells:** No, that society evolves.

**Ms. Gigantes:** That's a very interesting comparison.

**Hon. Mr. Wells:** It's the only one that came to my mind immediately, but it shows how society evolves on a social issue. And what may have been unthinkable—

**Ms. Gigantes:** You have to be dragged; that's his point.

**Mr. Martel:** Kicking and screaming.

**Hon. Mr. Wells:** No.

**Mr. Martel:** Yes.

**Mr. Grande:** And not believing it; that's what's at the bottom of it all.

**Hon. Mr. Wells:** What do you mean "not believing it"? You keep stating that we're really not in tune with this, we don't believe it and so forth.

**Mr. Martel:** You're not very aggressive about it.

**Hon. Mr. Wells:** How many times do I have to tell you that I, as minister, believe in this policy, that I believe in taking reasonable and responsible steps in it and that we are working with the community, groups to do those things?

**Mr. Martel:** I've seen your government advocate other programs; when it wants to push something it can become very aggressive. How aggressive are you as minister in this particular area? That's the question my colleague is attempting to ask, I guess.

**Hon. Mr. Wells:** The answer is very aggressive.

**Mr. Martel:** I want to tell you it must be in some other area.

**Mr. Grande:** Let me leave this area because, as far as I'm concerned, the topic has been opened. I think we're going to have discussions on this in future years, and one of these years you're going to come to the point, you're going to see it and you're going to do it. By that time I hope you will not be sitting where you are sitting.

**Hon. Mr. Wells:** See what and do what? I'm not sure what you mean now.

**Mr. Grande:** Obviously you don't see it.

**Hon. Mr. Wells:** No, but we've talked about four or five different programs. Do you mean I'm going to come to see the day when there will be other languages of instructions officially represented in this province? Or are you going to see a transition of the language, somehow—

**Mr. Grande:** You'll come to see the day when the government of the province of Ontario is going to have a multicultural policy in place that is of real meaning and real significance. The nature of Canada and of this province is multicultural and, while you talk about it, you are not willing to take concrete steps in achieving it. That's what you're going to see.

If there is one thing that this province and this country represents, at least to me at this particular time, it is the multiplicity, the multicultural nature of Canada, and it's going to be a fact. Not just a fact out there, it's going to be a fact throughout the institutions of this country, throughout the institutions of this province. Up to now the reflection of that fact does not exist in the institutions, and it's going to come.

**Hon. Mr. Wells:** I differ with you. I think it is reflected in the institutions and it will be even more so; and it certainly is reflected in the policies and actions of this government.

**Mr. Grande:** Let me get to—

**Mr. Van Horne:** Before you do, are you leading to another topic, because I would like to keep the record clear?

**Mr. Grande:** No, I'm not as a matter of fact, I'm saying in curricular—

**Mr. Van Horne:** I think you were putting words into Liberal mouths a few moments ago and I wanted just to clear the record, so if you are moving on to another topic, I'd ask for time. If you're staying with the topic, I'll bide my time.

**Mr. Grande:** I'm going into English as a second language, which is the same topic.

**Mr. Van Horne:** For the record, if I might, Mr. Chairman, give Mr. Grande the opportunity to get a second breath here.

**Mr. Grande:** I really don't need it, thanks; but if you have questions in this area I will allow you the opportunity.

**Mr. Van Horne:** Yes, I am aware of that. The Liberal policy as I understand it, and again I can beg indulgence early on in the deliberations because of my newness, but I understand the policy to be as follows, and this is a recent statement from the Liberal Party. "Ontario, as a multicultural province in a bilingual nation, is the home of one-half of anglophone Canadians. What we do in second-language studies sets the tone for Canada. Those who come here from other countries want their children to understand and be proud of their ancestral language, cultural and heritage. Instruction in a second language and culture also fosters understanding toward people of other cultures." I'm just moving on to one other paragraph: "Second-language offerings should be selected by local school boards."

There's no reference here Mr. Chairman, to the Liberal Party suggesting that the language of instruction should be other than English or French. If they have stated that somewhere in policy then I would like the minister or the member to point that out to me.

[12:45]

**Mr. Grande:** I think you should, perhaps, speak to your previous critic in education, Mr. Ferris—

**Mr. Van Horne:** Well, whatever the past history is, I'm here now—and I'm reading what I understand to be policy now.

**Mr. Grande:** Will you take a look at the document that the Liberal Party sent four months ago to the group looking at third languages and racial discrimination—the working group at the Toronto Board of Education; take a look at that. As a matter of fact, it's in the minutes of the board.

**Mr. Kerrio:** No, we only want to take a look at what our policy is. You can read that.

**Mr. Grande:** No, no.

**Mr. Van Horne:** I understand this to be policy. If we have something else, somewhere else, I'll attempt to find it and come back and state the same to you.

**Mr. Grande:** That's what I'm suggesting to you.

**Mr. Van Horne:** But as far as I am concerned, in my present position as an

elected member and a representative of our party, this is our policy.

**Mr. Kennedy:** Mr. Chairman, could I comment on this? I don't share Mr. Grande's gloomy view that there isn't a very effective program in place for a multicultural philosophy and the application of it. From the information I have, it is indeed very effective, in place and ongoing. I have in front of me the minutes that are put out by—and I'll refer to our own board—the Peel Board of Education. It says this, under the heading, Immigrant Student Report: "The trustees agreed to the program committee recommendations that individual schools, in co-operation with their superintendents, continue to address the needs of students in their community. Further, a curriculum assistant or consultant for immigrant studies is to be engaged for two years to co-ordinate and spearhead activities related to immigrant students. The detailed recommendations of the Immigrant Student Report received by the program committee have been referred to the task force on special needs established earlier this year."

There is evidence that the same thing is going on in Scarborough, in North York and some of the board areas, Mr. Grande. It is ongoing, and I say further—and this is the bottom line of the thing, reaching right into the classroom—I have no information that any students I'm familiar with feel uncomfortable or that they're being short-changed in any way. In fact I think it's a very positive program, and rather than speak so negatively about it I think we should at least recognize some of the positive things that are taking place. And this is a small example.

**Mr. Grande:** On a point of privilege, Mr. Chairman. I'm not speaking negatively about the program at all. What I'm attempting to do—

**Mr. Kennedy:** Well that's the way it came through over here.

**Mr. Grande:** Well if it comes through to your ear that way, it's because that's the way you want to hear it. What I'm attempting to do is to give the Ministry of Education and the minister a sense of direction, a sense of goals. That's what I'm attempting to do.

**Mr. Kennedy:** They've got a sense of direction and goals.

**Mr. Martel:** That's 1977, eh? That's interesting. We just started to get immigrants this year in this part of the province then?

**Mr. Kennedy:** That is the point.

**Mr. Martel:** Yes, that sure is the point.

**Mr. Kennedy:** It is an ongoing program—

**Mr. Martel:** It's so little—

**Mr. Kennedy:** —that has come through with additional funding and additional recognition.

**Mr. Martel:** Yes, but the problem's been long recognized.

**Mr. Chairman:** Mr. Grande, will you continue, please?

**Mr. Grande:** Thank you, Mr. Chairman. I would like to get to English as a second language, because that to me is the better part of a multicultural policy. As I stated yesterday, and have stated on many occasions, there is no doubt whatsoever in anybody's mind—in the minds of parents, people in the community or educators—that children should be learning English; learning how to read it, write it and speak it to the best of their abilities.

And that, if the minister or somebody in the ministry has taken a look at the reports and the research that have been done over the years, that's the whole intent in terms of transitional language classes—that the children will be coming out of the elementary school system speaking English well. In other words, it's a different approach to teaching English through the mother tongue, through the original language the children learned when they were a year and a half to 15 months, when they uttered their first words.

Therefore, in terms of English as a second language I want the government to expand the program. The recommendation of the Heritage Ontario Congress was that the English as a second language program in Ontario should be further expanded and specialized. I find in the Speech from the Throne, in March 1977, and I quote: "Increased emphasis on language opportunities will be reflected in innovations that recognize the multicultural nature of our population. More resources will be available for intensive English language instruction for children of recent immigrants." That is the stated position, or at least intent, of what the government wants to do.

Then I find, in several exchanges that we had in the House, the minister was saying to me—at one particular time when I asked him what had happened to English as a second language and why teachers were leaving the field, and why boards of education were transferring teachers from that specialized field into other areas, and why we have fewer teachers of English as a second language when the need is really great—the minister

said, in effect, "Give me specific examples and I will look into it."

I gave him a specific example of fewer teachers in one of the schools of the Toronto Board of Education. He looked at it and phoned the director of education and got himself a report. A month later he came back and said: "Yes, now there are two teachers in place." I was saying to him there was only one teacher in place.

**Hon. Mr. Wells:** I tend to believe there were always two teachers in place there. The information we were checking out, the information the member had got, probably wasn't exactly what the Toronto board had in place there.

**Mr. Grande:** Let me tell you, the information I got was from the principal of that school. It was from no one else.

**Hon. Mr. Wells:** If that is the case then the whole exercise had some beneficial impact.

**Mr. Grande:** Sure, it did.

**Hon. Mr. Wells:** But if you get your information from the principal and I get my information from the principal; and if the net exchange of that is to increase the program, so be it.

**Mr. Grande:** Great.

**Hon. Mr. Wells:** Good.

**Mr. Grande:** As a matter of fact that is the reason I asked the question.

**Hon. Mr. Wells:** But you have to realize we can't mindread or know exactly what the principal of school A is doing in that area. We can only ask him, the same as you.

**Mr. Grande:** Yes.

**Mr. Martel:** What happens is that you can't check out each individual school in the province. That's where the difficulty arises.

**Hon. Mr. Wells:** I'm not sure that we want uniformity.

**Mr. Martel:** I don't mean uniformity in the sense that every program is the same. I am saying you cannot go back to each school and check to see that somebody is doing the sort of thing you checked out for my colleague. You would spend all your time phoning schools.

**Hon. Mr. Wells:** That's right.

**Mr. Martel:** That is crazy.

**Mr. Grande:** I was saying to you at that particular time that there were a lot of teachers leaving the English as a second language field. You received, as I did, communications from the office of the director of the Toronto Board of Education, which gave you information about English as a sec-



ond language and other programs, booster types of programs they have. It says that in September 1976 a new objective, a Metro formula for locat'on of English as a second language staff came into effect. The formula is based on monthly new student registrations. Variables that are considered in the formula are the student's country of origin, and length of time in Canada. Full credit for ESL allocation is given to a student who comes from other than an English-speaking country and who has been in Canada for less than one year.

The net effect of the 1976 Metro formula has been that 44 English as a second language teachers for the elementary schools were lost and the loss came at a time when the English as a second language classes were filled to capacity.

Is that a lessening of the program? What is happening? There is a commitment in the Speech from the Throne that you are going to put more resources into that field; yet I found from the boards of education that they lost 44 English as a second language teachers at the elementary school level and some others at the secondary school. Tell me what is happening.

**Hon. Mr. Wells:** What's obviously happening is that the elected trustees of the Metropolitan school board have decided they don't place the same priority on this matter as I do and as you do. It is again an area of shared responsibility. I can urge them, which I have done in meetings, not to lessen this program. You can urge your friends who are on the Metropolitan school board to change the Metro formula. The fact remains that they are elected, as we are, and their sense of urgency in this matter is not quite as great as ours, or for some other reason they decide the formula will be so and it lessens the number of teachers. I don't agree with that and I am sure you don't. But we also have to respect the fact that they do have the right to do that.

**Mr. Martel:** Could you not somehow tie strings to the grant system?

**Hon. Mr. Wells:** There is no specific grant for English as a second language teachers.

**Mr. Martel:** That's what I am asking you.

**Hon. Mr. Wells:** If you do that, you have got to put strings to every grant that is given.

**Mr. Martel:** You might start looking at it. You've got the same problem in the whole field of education for kids with learning disabilities.

**Hon. Mr. Wells:** I have a feeling if you were a local trustee—

**Mr. Martel:** They might not appreciate it very much.

**Hon. Mr. Wells:** —you wouldn't want strings attached to anything. You'd want to take the money and then set your own priorities, which is what most of the trustees want too.

**Mr. Martel:** I certainly would. But certainly there is a responsibility on the Minister of Education's part to guarantee that kids who need certain types of education are receiving it as well.

**Hon. Mr. Wells:** I agree.

**Mr. Grande:** Do you know what the problem is?

**Hon. Mr. Wells:** We do wish to increase resources for English as a second language teaching and we want any money from the federal government.

**Mr. Grande:** Do you know where the problem is? The problem is that you have decided that the length of time in Canada is two years. After two years you give no credit whatsoever. You know it and any educator knows that in two years a child will not be able to learn English and learn it well. After these children are in Canada or in Ontario for two years, what you do is you leave them. You say to them swim or sink, because the grant stops and the credit stops after two years. Isn't that the case?

**Hon. Mr. Wells:** Dr. Benson, is that the case on the compensatory education thing?

**Mr. Grande:** Then you are telling me that the director of education is wrong?

**Hon. Mr. Wells:** What I don't know at the minute is whether that's the Metro formula or whether that's our formula. That's the only thing I'm not sure of at the minute.

**Mr. Grande:** Certainly if it isn't your formula, Metro is getting money and not dispensing the money toward that end. It has to be your formula.

**Hon. Mr. Wells:** No, there's no two-year limitation in our formula, in our weighting factor that would apply to this particular area.

**Mr. Grande:** Please explain it.

**Hon. Mr. Wells:** There's no two-year limit on our weighting factor, that's what I am informed by our grant people. The place where extra money is generated for these particular programs is in the compensatory education area. There is no two-year limit on the definition. Is that right, Dr. Benson?

**Dr. Benson:** Yes, that is correct. They can continue to draw.

[1:00]

**Hon. Mr. Wells:** In other words, after two years they are not counted as non-immigrant children for purposes of calculating the compensatory weighting factor.

**Mr. Grande:** Maybe you should take English as a second language and multicultural education out of the compensatory factor, out of the compensatory weighting factor.

**Hon. Mr. Wells:** Those are the main things that are in there. That's what the factor is really all about.

**Mr. Grande:** Is that right?

**Mr. Martel:** Is the time factor long enough then.

**Mr. Grande:** Is that right? So, where does the money for inner city come from? Doesn't it come from compensatory education?

**Hon. Mr. Wells:** That's all part of this, that's all part of this whole mix.

**Mr. Grande:** It isn't.

**Hon. Mr. Wells:** What do you mean it isn't?

**Mr. Chairman:** It is now 1 o'clock, so we will adjourn until Monday, some time about 3:30.

I was asked to keep time and I did as best I could. To this moment, the Liberals, the official opposition, have taken an hour and 20 minutes; the NDP has taken two hours and 58 minutes; the Progressive Conservatives one hour 42 minutes, which was mostly by the minister answering questions, about five minutes were allocated to the members. I just wanted you to know that because one of your own members had asked it.

**Mr. Grande:** Mr. Chairman, if I may, when I do ask for information, then I would like the information to be readily available so that we don't waste time that way.

**Hon. Mr. Wells:** We don't waste any time when the information isn't readily available. If it is not readily available, we tell you it will be available at another time and we will give it to you.

The committee adjourned at 1:03 p.m.

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- Ministry of Education officials taking part:  
Benson, Dr. R., School Finance Advisor.  
Michalski, Mrs. C., Education Officer; Chairperson, Ministry Committee on Multiculturalism.









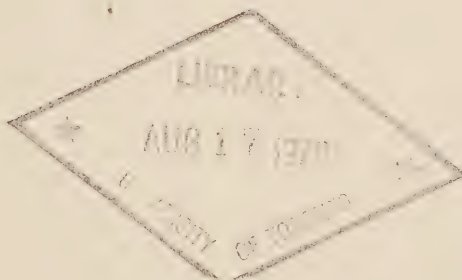
No. S-5

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



### **First Session, 31st Parliament**

Monday, July 4, 1977

Afternoon Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, Q.C.



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# LEGISLATURE OF ONTARIO

MONDAY, JULY 4, 1977

The committee met at 3:44 p.m.

## ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program:

**Mr. Chairman:** Does any one wish to discuss this?

**Mr. Grande:** Mr. Chairman, I understand I was still on my feet on Friday; so with your indulgence, I would just take a little bit more of the time of the committee and then I will give the floor over to someone else.

**Mr. Chairman:** Okay.

**Mr. Grande:** Before I begin, I would like a few clarifications from the minister in terms of some of the answers he gave me in response to some of the questions. I wasn't quite sure on Friday whether the answers were correct, and in checking up I know now that they are not correct. Specifically, I want to refer to the minister's answer in terms of the compensatory education weighting factor. The minister said that particular weighting factor had to do primarily with language and with ESL. In checking that out it certainly does not deal exclusively with that. There are four particular factors related to compensatory education in terms of housing, language, density—there's a whole slew of factors. Therefore, I just don't understand the minister's response in saying that compensatory education had to do primarily with language. Unless the minister considers the other factors not to be important, I don't understand his answer to the question that the whole of compensatory education had to do with language. Perhaps he could clarify it.

**Hon. Mr. Wells:** Mr. Chairman, I think my friend indicated correctly when he began his comments that I said a major portion—I don't think I said all—of the compensatory education weighting factor concerned language. I acknowledge that it also takes into account welfare, income levels and public housing. In the case of Metropolitan Toronto, the language component is the most significant of all these in figuring out the compensatory education weighting factor

and, therefore, it is the factor which generates additional money for the board. Under the total factor, taking all the things into account, I guess in this last year the additional expenditure recognized would be \$7.5 million in elementary and \$3.5 million in secondary because of the compensatory education weighting factor.

**Mr. Grande:** Am I to understand, with welfare taking the count of one unit, income the count of one unit, language the count of one unit and housing the count of one unit, that language is not only 25 per cent of that compensatory factor?

**Hon. Mr. Wells:** No. It doesn't quite work that way, that each of them accounts for 25 per cent. Each of them accounts for a portion of it, based on the criteria used by which you develop that. For instance, the language one is based on the 1971 census of those whose mother tongue is other than English and French; from that, you work out how much you qualify for under the weighting factor. This is the factor where you get extra money for English as a second language.

**Mr. Grande:** Have there been any submissions to you by the Metropolitan Toronto school board, attempting to change that compensatory weighting factor?

**Hon. Mr. Wells:** I suspect so. We usually have representations to change most of the weighting factors.

**Mr. Grande:** I am interested in your answer to their proposal, which says that we count welfare as one unit, income as one unit, language as three units and housing as two units. That says to me that these different units indicate a maximum of a particular amount of funds. Otherwise, why would they want to switch it to three units if, as you say, the factor under language would not necessarily be 25 per cent of the weighting factor but it would be over 25 per cent? Why would they be pushing you to change this particular weighting factor?

**Hon. Mr. Wells:** In order to generate more money for them. I would be very surprised if there hadn't been suggestions in all these areas that there be changes in order to generate more money, using English

as second language programs, and the cost of those programs, as the reason in this case. It is not unusual in the presentations by various groups on the grant and weighting factors to make these kind of suggestions.

**Mr. Grande:** And did you say no to these proposed changes?

**Hon. Mr. Wells:** We haven't said no because we haven't announced the weighting factors for next year. These will be part of whatever is worked out for next year, based on our assessment of all the various presentations that have been made to us.

**Mr. Grande:** Let me get to another point, and that is what the minister was concerned about on Friday: the issuing of the press release on May 11. Before I give the minister an opportunity to comment on that, could I ask at what particular stage are negotiations between the province and the federal government in terms of generating funds for English as the second language?

**Hon. Mr. Wells:** I would assume that they are at the stage of waiting for them to get back to us to give us some indication of where they are likely to be going in this particular area.

**Mr. Grande:** You mean to tell me that in June 1976, you were two weeks away from the agreement being signed and a year later you still don't know?

**Hon. Mr. Wells:** I'm sorry, you mean in June 1976?

**Mr. Grande:** In June 1976, my understanding was that you were two weeks away from signing that agreement which, in essence, said that you were asking the federal government for \$10 million and you, as the provincial government, would be putting in another \$10 million so as to give children the best type of programing in terms of English as the second language so these children could learn English; at that time your submission was for \$20 million, and I suppose there would be 50-50 sharing?

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** And that as of June, 1976. I repeat, you were two weeks away from signing it; and it is still not signed.

**Hon. Mr. Wells:** Yes, but not because we didn't want to sign it: The federal government has not given any indication they are ready to sign it.

**Mr. Grande:** The federal government has not said to you, "Ontario government—we're going to give you over \$10 million and we're going to give you the \$10 million when we're ready." Is that it?

**Hon. Mr. Wells:** No, they haven't said that.

**Mr. Grande:** But do you really expect the federal government to come over to you and say: "We're ready to give you \$10 million." Who is negotiating here?

**Hon. Mr. Wells:** I'm not sure that the initiation is on our part. Let's move on to December 3, 1976. At that particular time no agreement was signed. I'm stating to you that it was not signed, not because we weren't ready to sign but because the federal government didn't proceed to the point where we came to an agreement. So that's done. Now we've moved on to December 3, 1976, and representatives from this province and eight other provinces met with representatives of the office of Secretary of State and the federal Ministry of Manpower and Immigration. Again, the purpose of this meeting was to discuss a federal paper about this matter, which had been circulated before the meeting, and explore areas in which the existing citizenship training and textbook agreements could be updated, and to investigate all areas of federal assistance to the provinces for the language training of immigrant children.

Again, at that meeting we presented a brief. The Ontario representatives presented the brief indicating what they felt was needed; and chief among the areas was that of English-French language training for immigrant children. Costing was again provided to substantiate our estimate of \$19 million for the ESL programing. The suggestion was made that the item be cost-shared, which meant the federal government would pay approximately \$9.5 million.

That position and that brief was put forward at this meeting. I think last week, I guess it was last Thursday, you indicated that Ontario should be very vigorously putting this position forward. Let me tell you the position was very vigorously put forward at that particular time. In fact, we even received a letter back from the federal government, part of which said: "May I also take this opportunity to express my thanks to you and your colleagues for your contribution to the discussions on December 3. As befitting the province which receives the lion's share of the immigration flow, you had prepared for the meeting and you played a most active and determined role. I felt the strength and conviction of your interventions allowed the meeting to make substantial progress in all areas of concern."

In preparing this paper, we have added a little footnote: "But to date, no money." That is the truth; to date no money. So there



is where the situation stands. There has been, as far as I know, no particular communications—except our communications from time to time asking if anything new is happening—no official communication since then. An official position put by us really in a very determined way, and probably the best of all the provincial positions put forward, a very clear-cut case made for what should be done by the federal government and ourselves, and to date no response. I should not say no response, because they have always looked very favourably upon this area, but no concrete response.

**Mr. Grande:** No money, in other words?

**Hon. Mr. Wells:** No money.

**Mr. Grande:** Are you waiting for the federal government's response to that proposal so that you will make good the promise in the Speech from the Throne which says more resources will be available for intensive English as a second language instruction for children of recent immigrants?

**Hon. Mr. Wells:** I am hoping to have the federal government's response so that I will know whether it is "yes" or "no."

**Mr. Grande:** Yes, but are you waiting for it?

**Hon. Mr. Wells:** Yes, I am.

**Mr. Grande:** You are not willing to do anything before that? If the federal government says to you, "Forget it. We won't do it," you would say to the thousands of children in this province: "Well and good. The federal government is not getting involved in this area and we are not going to be providing one extra cent for you to be learning English in this province." Is that what you are saying?

**Hon. Mr. Wells:** No. I am not saying that. I am saying I would like to have the federal government's response, though, before we make any decisions on what kind of funding we will institute and what kind of programs we will then devise.

**Mr. Grande:** Since education is a provincial responsibility, and since you have, according to you, vigorously brought forth to the federal government the reasons why it should cost-share this particular program, are you willing to put the \$9.5 million, that is the provincial government's share, into the program immediately?

**Hon. Mr. Wells:** No, not until we get the answer from the federal government.

**Mr. Grande:** What does the federal government have to do with your decision to put in the \$9.5 million?

**Hon. Mr. Wells:** Part of this whole premise that we are asking them for money is that, recognizing that education is a provincial responsibility, we are also recognizing that immigration is their responsibility and there are certain additional costs involved here. We think that because these costs are involved there should be some federal participation in this particular area. We think that before we devise our program we should have some indication as to whether there will or will not be federal participation. There is no federal participation now in this kind of program for children, but there is a participation for adults.

**Mr. Grande:** I am not talking about that.

**Hon. Mr. Wells:** That indicates to me that there is some room for the federal government to be in this whole area, because they are participating in the language instruction for adults. We are asking for an extension of that principle in the education system in this particular area.

[4:00]

On the other hand, we have moved in the way that you have indicated on French as a second language, and then I hear the opposite from people. They are saying, "Oh well, you have moved anyway." We have committed the money. We have committed more than the \$9.5 million. We have committed the total amount which we feel should be shared. But we've said if the federal government does finally agree to share that money it will not increase the amount that's available. Everybody said: "That's terrible. If they give you some more money, you should not use it to offset your costs in the program you've announced, but you should put it as another add-on." I begin to wonder. It doesn't matter which way you do it, you can't please everyone.

In this particular case, we're saying we want to know what the federal government does, or at least within a reasonable time, before we commit ourselves to the kind of increased program we might bring forward.

**Mr. Grande:** Making an assumption that the federal government says no to it, then what are you going to do?

**Hon. Mr. Wells:** When I have that definitely from the federal government, I will then come forward with our program.

**Mr. Grande:** This never ceases to amaze me, when under one particular board there are over 20,000 kids who are having a difficult time learning English and improving their educational opportunities by learning the English language. You yourself say the

English language is the medium of instruction in our schools; yet you're preventing these children from learning the English language and you're preventing these children from that equal opportunity principle you're so fond of. You're just leaving them to struggle, that's exactly what you're saying. You're saying if the federal government is not going to come through with the money, you're going to wait for the federal government maybe another year or two years.

A federal election is in the offing and you might be able to get the money from the federal government, so that the federal government will be able to say: "Look what we're doing for the provinces. Look what we're doing for your kids." May I remind you that the federal government resurrected the ministry of multiculturalism, which was dead as of 1973. This indicates to me that the federal election is sooner than expected, and you probably will be getting the \$9.5 million you're asking for. At that particular time we'll see how you're going to dispense the \$9.5 million. We'll see what you're going to do in terms of adding the \$9.5 million from the provincial government to the schools.

In the meantime I suppose, we're leaving 778 children without help. I approached the York Board of Education, the board I represent here at the provincial level. Let me read to you some of their figures. "The clients: The information collected by the work group identifies at least 2,245 day school pupils, or 10 per cent of the total school population, who are immigrants needing ESL or ESD help. Of these 2,245, there are 1,467 currently getting some help; 778 are not receiving special help beyond the regular classroom."

Isn't that incredible; that 778 kids in one of the smallest boards in Metropolitan Toronto are not receiving the kind of help they need in terms of learning English so that they can proceed with their education?

**Hon. Mr. Wells:** Let's note the words "beyond the regular classroom."

**Mr. Grande:** "Beyond the regular classroom." That's right, they need special instruction.

**Hon. Mr. Wells:** We're not certain exactly what that means.

**Mr. Grande:** They need special instructions. Yet you're saying you're waiting for the federal government. You're waiting for the magic word from the federal government to give you the okay to dispense some funds

so that you can then proceed to help these kids. It's really amazing.

**Hon. Mr. Wells:** As I indicated before, there is the Metro formula which has to be taken into account. Metro officials, I understand, consider a period of two years adequate for most students, though there may be differences of opinion between the area boards in that regard.

But really, they are getting a large amount of money for education in Metro Toronto. To some degree it's a case of priorities. Where do you put your priorities? We can't establish all these priorities for everyone. I think we discussed that before.

**Mr. Grande:** The local autonomy principle—you call upon it to get you out of any corner that is conceivable.

**Hon. Mr. Wells:** Do you believe in it or not?

**Mr. Grande:** No. I am suggesting to you that you call upon the local autonomy principle to get you out of corners. Let me ask you this, and maybe I am getting out of this particular area: The \$1,060,000—another election goodie—that you have made available in terms of special education, was that through Metro or was it through direct grants to the boards of education?

**Hon. Mr. Wells:** It was through Metro.

**Mr. Grande:** Do I understand correctly—if not correct me—that that particular \$1,060,000 was divided evenly according to need amongst the boards; but they were not 28 or 32-cent dollars, they were 100 cent dollars were they not?

**Hon. Mr. Wells:** Right.

**Mr. Grande:** Right.

**Hon. Mr. Wells:** It was generated by a weighting factor. In the generation of the compensatory weighting factor—\$7.5 million and \$3.5 million that I talked about—they are not 28-cent dollars, they are practically 100-cent dollars, generally, at that weighting factor.

**Mr. Grande:** Which ones?

**Hon. Mr. Wells:** With the extra money generated by the compensatory weighting factor, some could be spent on these programs. But then Metro has a certain formula that has to be adhered to by the board. I don't know whether the York County Board agrees or does not agree with the Metro formula for ESL, but if it doesn't they have the same opportunity to change that formula as anyone else. They are represented on the political body that sets that formula.



**Mr. Grande:** Mr. Minister, in terms of the \$1,060,000 for special education, you said to Metro, "I would prefer that you use that money for special education and no other purpose."

**Hon. Mr. Wells:** That is right.

**Mr. Grande:** Where was the local autonomy there?

**Hon. Mr. Wells:** I had to then find out whether they would accept what I said, and they did accept what I said. They did not legally have to do that. There was nothing legal that said they had to do that. We increased the weighting factor. They could have taken the money and used it to reduce the mill rate if they wished.

**Mr. Grande:** But in other words, in certain areas you are willing to say "sure, I understand about local autonomy, but I prefer that you use this money in this way." In others, when it comes to immigrant children in the schools, you are saying "Here is the money that the formula generates. Use it as you will. Local autonomy I respect." Is that what you are saying?

**Hon. Mr. Wells:** Yes. I must say that while I think there can be improved programs in English as a second language, you are creating the impression that there are no programs at all, hardly, and that things are in a real state of chaos. I suggest to you it is far from that situation in Metropolitan Toronto. There are good programs. There are good English as a second language teachers. At the schools that I visit, the program is running well now.

As with everything in education, we can always have more. There is always room for smaller PTRs or class sizes in those areas. There is always room for increased teachers and so forth. I have not found an area of education to which that does not apply. But I think there is a very good program in this area in Metropolitan Toronto at the present time.

Our premise is that if we can get the federal government to accept the responsibility in this area, we will then move ahead and we will have to work with the boards. We could give that extra money now, even if we got it from the federal government, we could give it now with no assurance it would go to English as a second language, based on the way the setup is between our grant-giving powers and Metro and the local boards. We would have to negotiate and work with them to find out how that could be used directly in the program.

**Mr. Grande:** Are you going to deploy the \$9.5 million, your share of that 50/50 shared

program? And are you going to say to the boards, "I would prefer that you use that in English as a second language classes."

**Hon. Mr. Wells:** Any program that involves \$9.5 million, or any amount of money, will depend upon our final answer from the federal government. We have not announced any program in that area yet.

**Mr. Kerrio:** If you don't mind, I just want to ask a question. What about the federal money coming in? Are there any restrictions on that money, or is it channeled with the provincial money and left to your discretion?

**Hon. Mr. Wells:** The federal money for which?

**Mr. Kerrio:** The matching amount, the funds we're talking about.

**Hon. Mr. Wells:** If they were coming?

**Mr. Kerrio:** Yes.

**Hon. Mr. Wells:** They would assume we were using them for teaching English as a second language, but they would leave it to us then to tell them that that is what it was being used for, because the funds would go into the consolidated revenue fund of the province.

**Mr. Grande:** Mr. Chairman, to me there is a higher principle above the levels of government—provincial, federal, local autonomy, boards, Metro or whatever—and the higher principle to me is need; need of all those children within Metropolitan Toronto to have and to receive the best possible education. If to receive the best possible education means that they have to receive special help in learning English, then so be it. The provincial government has to move and has to move very fast in that area before all the teachers leave, or pretty close to all the teachers of whom the minister says, "There is already a program going on, a good program going on." I find out from different boards they're losing teachers every year.

As I was saying the other day, in 1976, 44 ESL teachers for the elementary schools were lost, and for high schools a smaller number of those teachers were lost. The minister is saying: "We have a good program in place. They're receiving the funds through compensatory education and we're waiting for the federal government to commit \$9.5 million toward that direction."

I would say to you, Mr. Minister, and to your ministry, just go beyond the principle of whose responsibility it is, even beyond the principle of local autonomy, even beyond the principle of Metro, provincial government and federal government and say, "There are a tremendous number of children who need



help and we're going to be moving to make sure those children get the help, to make sure we're not depriving them of the best education and, thereby, depriving them of future opportunities."

That's the principle you should address yourself to and leave aside the federal government and say, "We, obviously, are committed to providing or to giving over, through Metro or however we want to do it, \$9.5 million. Let's do it." I'm sure you would be shaming the federal government into providing the \$9.5 million if you made it public that the federal government was not moving in this area. Let me tell you, you can do that at this particular time, and you can do that very easily, and the federal government will be coming over with the \$9.5 million, given the kind of electoral seats they want to hold in Metropolitan Toronto.

Unless you have some questions in this particular area of English as a second language, I just want to go, for a very few minutes—

**Mr. Sweeney:** We've spent a lot of time on this, Tony.

**Mr. Grande:** That's fine. I always thought the estimates were to get information from the minister and to delve deeply into programs.

**Mr. Sweeney:** How much more time will you spend?

**Mr. Grande:** I would say another 10 minutes at the very most, unless you have something on ESL.

**Mr. Sweeney:** Not on this specifically.

**Hon. Mr. Wells:** Can I ask, does your explanation today cover your statements that we had received this money? I was led to believe that you have made statements that we had received this money already and that we were not using it for this purpose.

**Mr. Grande:** My statement said that you had received the money, that you received the money on September 3 and that you had signed the agreement between your government and the federal government.

**Hon. Mr. Wells:** So you're prepared to admit that you were wrong in that?

**Mr. Grande:** No.

**Hon. Mr. Wells:** You were told that in the House, as I recall, last spring also, that we had no agreement with the federal government.

**Mr. Grande:** No, I was told in the House—I was asked—

**Hon. Mr. Wells:** In answer to your question; I told you in answer to the question that you asked.

[4:15]

**Mr. Grande:** Yes, I was given information in the House that the federal government does not provide money for English as a second language for children.

**Hon. Mr. Wells:** And that's true.

**Mr. Grande:** All right.

**Hon. Mr. Wells:** It is absolutely true.

**Mr. Grande:** But I knew you were negotiating with the federal government a year before that for exactly that purpose.

**Hon. Mr. Wells:** But you did put out a press release that said that we had \$20 million of this money that we didn't spend and left the impression that we had put it away in the bank somewhere and were using it for some other purposes. I am just drawing it to your attention. Unfortunately, you didn't have all the facts there; so you were in error, I would assume.

**Mr. Grande:** Possibly I was in error, but when I don't get or cannot find the information, or when I expect an agreement to be signed within two weeks of April 1976 and I come to May 1977 and that agreement is still not signed, I just begin to suspect. I would say that perhaps we were a bit premature, but nonetheless there is a suspicion and I think we will get deeper into this as time goes on.

The third area is the area of racism, the whole area of discrimination and the subway events that have taken place in the last year. I would like to discuss the minister's response as well as the response of the Minister of Labour (B. Stephenson) because that minister is directly responsible for the Human Rights Commission. I would remind the Minister of Education of the publication, *The Black Presence in Metropolitan Toronto*, and the recommendations of that book, which was published in 1975. I want to ask the minister whether after two years, did you finally get together with the commission to discuss those recommendations, which were primarily educational recommendations by Dr. Head?

**Hon. Mr. Wells:** Have I met with the Ontario Human Rights Commission?

**Mr. Grande:** That's right.

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** Have you? What was the outcome of your meeting?

**Hon. Mr. Wells:** The outcome of our meeting was that we agreed to work very

closely in those areas where the educational system could assist in this particular area, and those things are all happening as part of our regular, ongoing programs with the schools.

**Mr. Grande:** No further commitment than that?

**Hon. Mr. Wells:** Perhaps you can state specifically what you mean. I can list you some of the things that are happening here which are all part of this. I see we have got the intercultural program for high schools, a pilot project residential camp for high school students and staff, which was held at the Toronto Island school from June 27 to January 1. This was undertaken with the assistance of the Ontario Human Rights Commission and, since it has just been completed, I don't know exactly how successful it was.

If you would like to hear about the program, I am sure that Mavis Burke can come up and give you some background on that and many of the other areas she has been working on. She joined the ministry as part of our program with the Human Rights Commission in this particular area and with the school boards in other areas to help institute programs to fight racism and discrimination.

I must say a lot of the schools, particularly in my own riding, have instituted programs with the students councils and so forth working themselves. L'Amoreaux Collegiate has a program which I understand is very effective, and the students themselves are running it.

**Mr. Grande:** Mr. Minister, statements that have been made by the Premier (Mr. Davis) the Attorney General (Mr. McMurtry), as I was saying the other day, just don't go beyond rhetoric. The Premier says his party, meaning the Conservative Party, won't tolerate racism. The Attorney General says that part of the problem lies in the lack of involvement by schools. As I pointed out to you the other day, that's where you are getting the leadership. I didn't mean to suggest to you that you should not be getting the leadership from the educational system, but you haven't moved beyond that.

The York Board of Education has produced a work group on multiculturalism. The Toronto Board of Education has produced a draft report, has gone to a final report, and has stated over and over again in its recommendations what can be done in the schools to alleviate racism and alleviate the tensions.

What has gone from this particular ministry to the schools? Virtually nothing. You are virtually saying to the schools that if you

think racism is going on, maybe it is. But part of the problem lies with the lack of involvement by the schools, says Mr. McMurtry. I really come to the point, and many people, trustees and educators have come to the point, that they are saying let's not even talk about the provincial government. We can't expect anything from the provincial government. They are not involved and they don't know how to get involved.

I hear this from people who three or four years ago were very enthusiastic people who wanted to see a lot of things taking place and taking shape in the schools in terms of programs so that the crisis or the crunch will not come. I suspect that when the crunch comes that is the time that signals you to move and to do something. I can point out many instances where you have had research piled upon research in terms of emerging problems in the educational systems and you have done nothing until the crisis arrives. Then when the crisis arrives, you project yourself as the knight in shining armour coming and solving the crisis.

I want my society not to develop crises. I want my society to look at problems and to be thinking of solutions to problems years before the problems come about because that, to me, is the measure of a sophisticated society and of sophisticated humanity, if I could put it in those terms. The nature of your government is to wait for the crisis to develop, then do something about it. Wait for the subway beatings, wait for the different incidents that happened in the park—I don't even recall the name of the park here in Toronto—then act, and then set up a further commission, headed by Mr. Pitman I believe, to take a look at the whole area of racial tensions and what can be done in Metropolitan Toronto. Which means another six or seven months down the road we will see what that report says, then perhaps we will act.

May I suggest to you that is not leadership. May I suggest to you that I personally am not willing for a situation to erupt, a situation to burst before I would be acting. I would be in there with solutions and with help in terms of alleviating the problems. You are not alleviating the problems with a heritage language program. You are compounding them. You are not alleviating the problems with English as a second language, you are waiting for the federal government to give you the go ahead. You are not alleviating the problems in terms of racism or discrimination in this city, you are waiting for Mr. Pitman to bring down his report.

If ever I saw inaction on the part of your government, in this particular area and the educational area, for sure it's a classic example of inaction. It is inaction that I as an individual, forget about the fact of being a parliamentarian, just cannot stomach. With that I leave it. Thank you very much, Mr. Chairman.

**Hon. Mr. Wells:** I want to say a few words about this because I think a totally wrong impression has been given. I know it would bother my friend, and I hate to make these personal references to people, put in the last couple of months I have met with many groups representing many of the various ethnic groups that make up Metropolitan Toronto and been very pleased with the kind of dialogue we've been able to have. I find that they look upon this government as working with them and leading and helping them to overcome these problems.

My friend may not like this, but I've heard from more people—particularly the so-called visible minorities, and he knows who they are—who have come up to me in the last little while and said: "Say thanks to Roy McMurtry, because boy, Roy McMurtry and your government are really doing something."

Roy McMurtry hasn't only made statements. The action that he will take in the courts to back up—and to get the courts to back up—cases of blatant discrimination, such as the subway attack, is having an effect. It is showing leadership by this government and that is having an effect, not only in society generally and in Metro Toronto but in the schools. That's leadership, and that's the kind of commitment we're giving.

In your speech you talked about leadership. I don't know whether you think we're going to have a lot of laws that are going to overcome these things. If you think that way, well you and I think differently. You don't overcome racism and discrimination by law. You overcome it by developing a sense of attitudes.

As to the part the school system can play, you get over those attitudes by having a teaching staff with an appreciation of what this is all about, who realize there are things they can do in the classroom to help overcome racism. So, we take the leadership in providing professional development seminars and courses in summer workshops; and that we're doing.

Now we don't herald that on the front page of the Toronto Star and you may not even read about it, but these things are going on. That's the kind of leadership, that's the kind of thing we've talked about with

the Human Rights Commission. This is the area where we are going to make some inroads. First of all in the attitudes that are present in the school; then we further that by having students involved in various programs where they, too, get at the problem of learning to live with one another and learning what racism is all about, how even things that may seem to be innocent pranks to them can blow up into discrimination and can provide the little things that grow into bigger things. In those areas, working through teachers and so forth, that's leadership, not passing a lot of laws or passing out a lot of money. It's a changing of attitudes.

I apologize to some of the members here who are not from Metropolitan Toronto, who are perhaps wondering why we are talking so much about these particular problems, because in some parts of the province these are not problems in education. But they are certainly major problems in Metro Toronto. We should have, on the teaching staffs of the Metro Toronto schools, teachers who are representatives of many of these ethnic and minority groups.

This is happening now, and there has to be an appreciation of the customs of these people, not only in the schools but in society. We've worked with the Muslim community, in order to eliminate some bias in textbooks which was causing a problem—bias which seemed very harmless to a lot of other people, but which to that community was causing a problem. We've been working with that group in order to eliminate that, again so the climate in the school would be right and would not be conducive to discrimination against that group.

There are other groups. For example the Sikhs, who because of their religious customs have to wear turbans and beards. I think the educational community has to realize that if these people are teachers, they must appear in schools like that. Personally, I see no reason why they shouldn't be on police forces, and fire departments and so forth, wearing their turbans.

That is part of the sort of the general acceptance of the fact that these people are part of our society now, and that is the idea we have to develop in our young people.

[4:30]

I must say that until I got working with these groups, I did not realize, particularly, that that was why this particular group of East Indians wore turbans, that it was part of their religion. I think that when a lot of people realize that, and realize just as other people may wear a cross around their necks these people have other signs that are a



part of their very heartfelt religion, people have a better appreciation and understanding of those people.

And so it goes. These are the kinds of things that we are introducing into our school system. That is what is in that large book I gave you, the resource guide on multiculturalism materials. There are all kinds of materials and books and pamphlets available so that a teacher in a classroom can take that and assign various projects on the different groups, so people can have a better understanding of it.

It is through programs like that that we'll get at the problem, not through sitting around here passing laws. I certainly think that a lot of that kind of quiet initiative, which I do not apologize for, is going ahead in this ministry in this particular area.

**Mr. Grande:** You shouldn't apologize for it. As a matter of fact, I am saying to you—

**Hon. Mr. Wells:** I said I don't apologize for it.

**Mr. Grande:** —you are not doing enough.

**Hon. Mr. Wells:** I don't apologize for the fact that it is going ahead quietly. It is not people marching out saying: "these are the laws we are going to pass and if anybody says anything in a school somebody is going to be suspended," and that sort of thing.

**Mr. Grande:** Then do I understand from you that Mr. McMurtry's statement about part of the problem lies with the lack of involvement by schools, arises from nothing else but his ignorance of the educational system?

**Hon. Mr. Wells:** No. I don't want to be accused of having x-ray vision, but are you reading from one of his press releases?

**Mr. Grande:** No, I'm reading from one of mine.

**Hon. Mr. Wells:** You are reading from one of your press releases. I would like to see that whole statement put into context or see whether that was taken from a Toronto Star story based on his remarks at a gathering or something. Because I think the Attorney General and I know what the educational system can do. I mean no one is saying that we have reached perfection in it. What I think he is getting at is that there is a lot that can be done in the educational system. Certainly there is and that is what I have been trying to outline to you.

**Mr. Grande:** You are not helping it to take place.

**Mr. Chairman:** Mr. Sweeney:

**Mr. Sweeney:** I would just like to come on to one point that has been raised here.

Mr. Minister, although you are not responsible for it, I would suggest that being a member of the government you have some say in it. There is one action your government has taken recently which I think, if anything, has fueled fires of racism. Whether it is too late to do anything about it I don't know, but may I please make an observation. This concerns the differential fees that are going to be charged to foreign visa students. The feedback that I am getting in my community, because we have a fairly large number of such students in two universities and one community college there, is that it is saying to the public, "these people have been ripping us off for years, now it is time we made them pay their own way."

That kind of action by the government, which seems to suggest that this particular group in our educational society have not been paying their fair share, simply fuels public opinion that these are the people—these immigrants coming in, these foreigners coming in—who are taking things away from us. They are taking away jobs, they are taking away housing, they are taking away many other things.

I have tried to get this point across to your colleague, the Minister of Colleges and Universities (Mr. Parrott), and I guess I might as well talk to the ceiling. But that is the sort of thing the government of which you are a part does do, which doesn't help the situation at all.

I am wondering if there is any way, maybe, that you—I don't seem to be successful at it—can convince them that this is a negative kind of action; and in this particular era of racist feelings in our public community this doesn't help, it hurts.

**Hon. Mr. Wells:** I can see there might be a point there, but what you are really saying is that the American from Buffalo, New York, who wants to come to the University of Toronto shouldn't pay a little more than your son or my son or daughter; given the fact that if my son or daughter or yours want to go to Harvard or Princeton or some place like that they are going to have to pay one heck of a lot more than they are going to pay at the University of Toronto. There are two sides to the argument.

**Mr. Sweeney:** Excuse me, we're talking in two areas. To the best of my knowledge, the province of Ontario and England as a country are the only jurisdictions in the English-speaking world that have a foreign student differential. In the United States, the various states have state differentials,

so that a student going from Ohio to Michigan would pay a differential, the same as a student going from Ontario to Michigan would pay a differential. I'm speaking of the isolation of the foreign student element in the province of Ontario.

I'm sure you are aware as I am that at the present time Ontario is the only province which has specifically gone on record as charging it. I know Alberta is talking about it but hadn't made a decision yet, at least not the last I heard.

**Hon. Mr. Wells:** As the member has quite rightly said, that is in the area of my colleague, the Minister of Colleges and Universities. I can't deal with that except in generalities, and I don't really believe even that is in order in this discussion. I can see the point the member is making but I think there are counterpoints to be made. The position, as I recall, was very well put forward that there is a federal government agency that offers aid. It was felt that if aid was to be offered in these particular cases that was the avenue for students to get aid, rather than from the taxpayers of the province of Ontario.

**Mr. Sweeney:** That's another part of the argument, and I quite appreciate that. What I am trying to suggest to you, in this area of discussion is that there are things which the government, of which you are a member, does which fuels discrimination and doesn't help it.

**Hon. Mr. Wells:** Let's be very clear that these fees are not for immigrant students.

**Mr. Sweeney:** I realize that.

**Hon. Mr. Wells:** These fees are for foreign students who have no intention of staying here but are coming here specifically to go to that educational institution and then go back to their own country.

**Mr. Sweeney:** The difficulty is the public doesn't appreciate that kind of distinction. That is just an aside on that one.

In the general area of curriculum, I have two or three questions. First of all, could you explain to the committee just exactly how your curriculum branch is set up and exactly what it is doing? I think the minister is well aware of the fact that in the last two meetings with him I have had some rather strong differences of opinion as to how this branch of his ministry operates.

I notice under complement that you have 45 people, I believe, to do what should be considered to be an adequate job of providing leadership and direction across the whole province, particularly in the areas of what we have come to appreciate as basic education.

That is somewhat questionable. I would like to know just exactly what these people do, what does the branch do?

**Hon. Mr. Wells:** First of all, we had a curriculum service and curriculum development branch up until about the middle of last year. One branch was to develop curriculum and other was to assist in the delivery of curriculum assistance and implement that curriculum development. That was set up as a result of a management firm study of the ministry back in 1971-72. It became obvious that the divided responsibilities were not particularly effective and, therefore, the branches were brought together into the curriculum branch.

The purpose of the curriculum branch is, as you have stated, to give leadership to the development of curriculum guidelines, in other words, those general guidelines in the subject areas all the way from P-1, J-1, the formative years, right up to the detailed subject guidelines in the secondary school. These are the guidelines that will provide a basis upon which the curriculum that is used in the schools will be developed.

The philosophy behind the curriculum branch of this ministry in recent years has been a shared responsibility for curriculum. In other words, our people would develop broad guidelines, that would then be taken at the local level and so-called fleshed out and further developed by local curriculum committees into the day-to-day program that would be used in the schools. Curriculum has been viewed as a joint responsibility shouldered by the ministry and the local school jurisdictions. What we call the curriculum branch is the branch that is charged with developing our responsibility in this area as part of that joint responsibility. Coupled with that are our functions such as the development of circular 14, the approved lists of textbooks and so forth.

Of course, leading up to and at the time of the amalgamation of the two branches we moved to a slightly different approach, although still a shared approach, towards the more specific curriculum guidelines which we are producing now.

I guess it could be fairly said that the curriculum branch has gone from an era—back in the days before I remember—of setting the curriculum for the province and the textbooks and that was it, to a point where the guidelines we produced were very loose, general guidelines that allowed leeway for all the detailed development to occur at the local level. Now, in certain areas, we're pulling back to a slightly more specific guideline with



core content but still with a joint curriculum development responsibility.

In general terms that's what the branch does. I think you had delivered to you—somebody got the whole works—the whole package of recent guidelines and material developed by the branch. John Storey is the director of the branch, and perhaps he can give you more specifics on the operation of the branch.

**Mr. Sweeney:** Can I put my question in a slightly different context? It might help Mr. Storey to respond, and maybe you as well. Given the different kinds of initiative that you and your ministry have taken, say within the last year in the general area of curriculum, is that branch still operating in the way you described it or is it taking a different turn?

It seem to me that you have taken a more forceful, aggressive stance in the area of curriculum, especially since last October. And I understand that certain things were in the wings even prior to last October.

**Hon. Mr. Wells:** Mr. Storey came to this branch just prior to all the changes that occurred so that, as far as he's concerned, the stance they are taking in the branch as it is now sort of coincides with the development of the new curriculum branch, if you will. It's different than what was happening before, but it's all sort of—

**Mr. Sweeney:** That's what I'm trying to get at. How is it different?

**Hon. Mr. Wells:** In what area?

**Mr. Sweeney:** In what you're going to do; what kind of a posture you're going to present to the public; the nature of the guidelines that are going to go out, the way in which they're followed up, the way in which you check to see whether they're carried out—all those kinds of things.

In other words, I gather it's not business as usual. I gather there are some pretty fundamental changes coming about, and I'd like some sense of what those changes are.

**Hon. Mr. Wells:** Yes, okay.

**Mr. Sweeney:** Unless I'm really misreading what you're saying and doing.

**Hon. Mr. Wells:** I don't know what you mean by fundamental changes but if you mean, are we working toward school inspectors and this type of stance, the answer is no.

**Mr. Sweeney:** There's some evidence that's being picked up too.

**Hon. Mr. Wells:** No, I don't think so.

**Mr. Sweeney:** You're doing things that are awfully similar.

**Hon. Mr. Wells:** Yes, but not school inspectors in the sense that they used to go

in and inspect teachers and then present reports and so forth.

**Mr. Sweeney:** But there is evidence that you're going into the schools and checking up to see that the intent of your guidelines is being carried out. That is definitely a new thrust over the last year.

**Hon. Mr. Wells:** I think that's right. Maybe John could give you a bit of a rundown on what's happening in that area.

**Mr. Storey:** Perhaps if we go back to the October 6 statement about required subjects, that indicated to us we had to look at some of the guidelines that were listed as required subjects. We did review each one of them and decided that it was perhaps inopportune to revise and expand those particular guidelines, as the minister has mentioned, with perhaps more prescription in terms of a core curriculum within that subject guideline and a little more descriptive aspect to the guideline so there were more resources for the teachers to follow in developing courses of study at the local level.

[4:45]

I guess one of the other major changes that has affected all of us within the branch operation has related to the time-line we have had for the development of the documents. In discussion with the Ontario Teachers' Federation, we did agree with them too to have a good balance of practising teachers on these curriculum guideline teams. That has been the case.

I think it has indicated to us also a need to develop them in perhaps a little different way, in that rather than meeting for a day or so a month over many months, we did bring practising teachers in to work in a concentrated period of time to develop the guidelines so that they would be available for next fall. In the case of intermediate English, mathematics, history, geography, science, those guidelines will be in the schools this fall for teachers to have a look at and develop courses of study during the next school year for implementation in full in the following September of 1978. This will be true of all of them, with the exception of the mathematics guideline which has been discussed earlier, there will be a longer period of phasing in of that particular subject.

Once those guidelines are out we feel the boards are going to be working with their own staffs, and as much as possible in concert with our regional office people, to implement them. We have met with various subject associations and with a number of



the affiliates to prepare plans for workshops and seminars in that area. The last part we were talking about is in terms of evaluation; and yes, we do want to evaluate the program, once it is in the field, to ensure we have a program that is a sound one. If it needs some revision at that particular point in time we will refine it.

**Mr. Van Horne:** How are you going to evaluate that? Have you decided that yet? Or is that in the planning stage too?

**Hon. Mr. Wells:** The evaluation is still in the planning stage.

**Mr. Sweeney:** If I read it correctly, one of the reports in the recent evaluation study suggested that as part of the guideline itself one of the components would be an evaluation, built right into the guideline. That is something I can certainly see a lot of merit in. Do you see yourself going that way or is that something you wouldn't look at?

**Hon. Mr. Wells:** No, I think that is right. We are hoping we may be able to get the teams that are doing some work over the summer to build in the evaluation components to these particular guidelines. We haven't really had time to get into that yet, but that is what I hope will happen.

**Mr. Sweeney:** Both you and Mr. Storey, Mr. Minister, have spoken of the involvement of teachers. I had a copy of a notice that went out to the public school men teachers from their president suggesting very strongly that their involvement was a form of rubber stamping, to say the least. I am sure you also had a copy of that letter and I am sure that you reacted to it. Could you indicate to me how Mr. Stephens would have arrived at that kind of conclusion if there was the kind of involvement that you say there was? I understand there is another part to the story. That is why I am raising the question.

**Hon. Mr. Wells:** Oh yes, sure there is. The involvement of teachers in the writing teams involved the secondary school teachers first. They had been the most anxious to be involved in the writing teams. Of course we were basically looking at the core curriculum courses for the final two years of the intermediate years. As you know the school system is broken up into the intermediate division, which is seven, eight, nine in the elementary schools, and first and second year in the secondary schools. We were most anxious to get the secondary people involved in the development of the guidelines for years one and two. However, we were writing the guidelines for the intermediate division, since there has to be a flow in that from the course

in seven and eight into the years one and two.

We got the secondary people named fairly early in the game for most of the writing teams; not all of them, the history one, I think lacked the classroom-teacher involvement that it could have had but that's water under the bridge. We then wanted to involve teachers from the other federations, and the OTF then got the names. But the process had already begun, and I think there was a bit of a misunderstanding at the time between ourselves and that group which, subsequent to meetings with them and so forth, we straightened out and I think we're all operating on the same wavelength now.

**Mr. Sweeney:** I had a very specific incident reported to me, Mr. Minister, of a grade eight science teacher who was asked to give his recommendations on a first draft of your new intermediate science guidelines. Before he could even get that back again, within the dateline that had been given to him, he had the second one on his desk. The question was, obviously, is this just some charade or do they really want our opinion? Is this due to the kind of tight guideline that Mr. Storey referred to a few minutes ago?

**Hon. Mr. Wells:** That's right.

**Mr. Sweeney:** Is that timetable maybe too tight? Has this built in some of the problems by itself? I know what the political ramifications are.

**Hon. Mr. Wells:** It's tight, of course, and I suppose the people sending out the guidelines, who are working on a tight schedule and have given time to do the work on the documents, expect the people to read them the day they get them and send them back. It may be that the people who are getting them are still thinking in terms of the way it used to be with our guidelines, when if you read them within the month and sent them back that was fine. But of course that wasn't it. John here, he would probably have the second draft ready in—

**Mr. Sweeney:** That's what happened, in fact.

**Hon. Mr. Wells:** Yes, well that's probably what happened. I'm only surmising that this particular teacher kept it a little longer—

**Mr. Sweeney:** No, within the dates that were given to him.

**Hon. Mr. Wells:** Within the dates? Well, I don't know; we'd have to look at the situation.

**Mr. Sweeney:** That was only one incident; I freely admit it was only one; maybe there

weren't any others. It's one example, but it makes you wonder.

**Hon. Mr. Wells:** The thing that impresses me—and I have two feelings on this—is, first of all I'm told, and I certainly do not doubt it, that people are actually spending as much time or more working and writing on these guidelines than they ever did. It's just that it's in a concentrated time-frame. In other words, they would normally come in maybe one day a month and work on it; now they're coming in for periods of a week or two weeks at a time, so that in actual man- or woman-hours spent on it it's going to be equivalent.

The other thing that used to bother me was that the guidelines sometimes took three and four years to be developed and sent out, and by that time everybody had forgotten about them and was looking for something else. I just don't see any justification in that. I think if you are going to develop a guideline, you've got to start condensing the time—not rushing it too much, but condensing it—so that you can get the job done and get it out in a reasonable length of time.

**Mr. Sweeney:** You yourself just mentioned the famous history guideline for the intermediate division over which we've had some differences of opinion as well. If I understood the news report correctly, even Mr. Doris, one of your officials, accepted the premise that that guideline was less than what it should have been, nothing could be done about it because it was already at the printers.

**Hon. Mr. Wells:** Where did you get that?

**Mr. Sweeney:** I got it from a news report; that seemed to be the response.

**Hon. Mr. Wells:** Where's Mr. Doris.

**Mr. Sweeney:** Is he here?

**Hon. Mr. Wells:** I'll get him up here too, so we can—

**Mr. Sweeney:** Obviously, what I'm trying to get at is if it's finally decided that it isn't the kind of guideline you want, surely the fact that it's at the printers isn't enough.

**Hon. Mr. Wells:** I agree with you, that would not be enough to cause us to issue it in any event, just because it's at the printers. I mean a lot of these guidelines, as you understand, are going to be out there, but they are going to be subject to a review process and an input process over the next year which may easily necessitate burning all of them again. If that should be the case, that will be the case; no problem.

**Mr. Doris:** Since reference has been made to my comments on the guidelines, I think I should clarify that this was a CBC television

interview. The questioner said: "One of the charges made about this new guideline is that it talks about politics. It talks about rights and responsibility. Do you think that's history?"

My answer was: "From my point of view, I think that part of it is political science." End of discussion. Since that time, I've discovered that in several letters, references have been made to Mr. Doris saying that this isn't history, this is politics. This, I think, is an example of how a comment can be taken out of context.

**Mr. Sweeney:** Mr. Minister, the question may not be fair, but may I put it to Mr. Doris? I'm not even sure whether he's the one to ask.

**Hon. Mr. Wells:** I'll see.

**Mr. Sweeney:** I'll ask you and you can decide yourself what to do with it. Do you believe, given the responses that we've had from Mr. Palmer, the high school assistant chairman, the professor from Queen's and Eugene Forsey among others, that it really isn't good history; have you had second thoughts on it or do you still believe it's a good history guideline for the intermediate division and plan to go ahead with it as it is?

**Hon. Mr. Wells:** I have nothing to indicate to me that it isn't a good history guideline, given the kind of things that we're trying to do—to build in some appreciation of some of the conflicts in this country and of the political involvement and responsibility for our system and so forth.

Sure it bothers me that eminent historians who teach at the universities are bothered about this. I want to have a face-to-face meeting with them, and I hope that I'll be able to do it. This all started to emerge during the election when they started writing their letters and I haven't had an opportunity to respond. I'd like to sit down with them face to face, and hear exactly what they have in mind and why they feel that what we're issuing as a document is not adequate. I really won't make any judgements until I hear all this.

I know what Jim Doris and his committee have been working on, and it's been sent out to an awful lot of history teachers to validate and presumably to issue; they have sent back comments, but those comments haven't suggested the complete scrapping of the guideline.

These guidelines are very interesting documents. I read in the paper the other day that the present history guideline, which is not all that old, was a fine guideline and the question was asked, since it was just about ready



to be implemented, why are you changing it? Then I listened to a couple of people from the Toronto schools tell me that it was a terrible guideline and should never have been issued. I don't know, you've got to decide who is right and who is wrong.

**Mr. Sweeney:** Mr. Minister, the reason I want to raise this again is that I have a gnawing feeling that we've been through this before in other subject areas. May I refer specifically to mathematics where, in the name of being very broad and of understanding what's behind them, I would say—you may not agree—that we let some of the basic computational skills lapse or we didn't spend as much time on them; and we've got some evidence that there are too many students in our schools who don't have those skills. I'll refer to that again later on. The same thing applies in English. We've got away from the basic language skills—punctuation, grammar, spelling and those kind of things—and much more into drama, screen arts and literature.

These things are a legitimate part of mathematics. They are a legitimate part of English. What I hear now in the new history guideline is a legitimate part of history, but it is not history itself. You can't take the basic core of a subject matter and replace it with these other things. What I fear might be happening four or five years down the road is that we'll be saying the same things about history that we're now recognizing as deficiencies in our approach to mathematics and our approach to English. You may not agree with that but that's the premise upon which I'm basing my statements. That's why I'm bringing it up again. Maybe we shouldn't start down that road, especially with the example of those other two subject areas so closely behind us.

[5:00]

**Hon. Mr. Wells:** Why don't we let Mr. Doris comment on that, since he was head of the writing team that wrote the guidelines?

**Mr. Doris:** I think it's important to realize that curriculum documents reflect more than the nature of the subject. Speaking now exactly on the history one, the academic historian writes from this perspective: He generally starts off the letter by saying, "I know nothing about adolescents. I have never taught a day of elementary school." That's his opening sentence. He then proceeds to say, "However, all I'm going to say is that the draft that you sent out is not history."

I come back to the three basics: Number one, the needs of society. We hear, the minister hears, ministry people hear, board people hear; everyone in this room hears

from groups, from concerned citizens, that the students in our schools are graduating and they don't know who the Premier is. They didn't know the order of the provinces or this kind of thing. So there are needs that have to be met.

Second, who is this addressed to? Are we talking about eight-year-old children? Are we talking about a 20-year-old student at the University of Toronto taking a third-year course in history? If you're taking a third-year course on Tudor England, surely you are taking history in the academic sense, that is you're investigating the past. But if we're talking about history programs for children in this province who are 11 or 12 years old and we're trying to get at the roots of our parliamentary system and we say that that is our aim, one of the criticisms of the academics is, "You have objectives." As soon as you have objectives then you're going to doctor the past, refine the facts to fit your objectives.

From my point of view, I must confess I would have to agree. If that is your definition of history, then it is true, you are going to be doctoring. You're going to say I want them to study this to see what are the roots of the Canadian legal system or whatever it is. But for children 12 years old, surely this is the way to approach the topic.

So I think our curricula in history, geography or the other subjects do meet the needs of society, do try to meet the characteristics and capabilities of the children for whom they're intended.

(Third, we should try as much as possible to reflect the nature of the discipline.)

**Mr. Sweeney:** Can I come back on that please, Mr. Minister? Let's face it on the summation.

First of all, less than 20 per cent of our high school students go on to university. Agreed? Right now, probably less than 80 per cent finish high school and don't go on any further. I think it's about 26 per cent who go on to something, either to university or college. I'm not sure of the exact percentage, but something in the neighbourhood. Okay?

Secondly, beyond grade nine or ten there are no compulsory history courses. What I'm trying to get at is that probably pretty close to 80 per cent of the kids in our secondary schools who take this history program in grades nine and ten will have that as their only history program; that's it. If they don't get it there, they don't get it anywhere. I think with that kind of an assumption, if you'll buy that assumption, then surely that program, if nothing else, should be pretty



solid Canadian history. And by pretty solid Canadian history I mean at least it contains the skeletal framework of what the history of our country is, as well as some of the sociology and political science thrown in.

But for example I have been told—I haven't been able to get my hands on it—but I have been told that some pretty fundamental things have been left out.

Again this is third-hand information and it could very well be wrong, but I understand the war of 1812 has been left out. No mention of it. I understand there's just passing reference to the first and second world wars. They're such fundamental parts, in my estimation anyway, of Canadian history, that you just can't leave those out, even for—and let's say we're talking of grade nine and ten kids, who are what 14, 15, 16 years of age? I just don't think they can get any understanding of the history of their country or the forces that shape the country as we have it today; which surely is the purpose of teaching history, to know how you got to where you are right now and where you might likely be going in the future. I just don't think you can leave those kinds of fundamental things out.

Now, if I'm wrong, please correct me.

**Hon. Mr. Wells:** I agree with you, of course, on areas like the first and second world wars and the war of 1812. I think they will form the background to various studies that will take place and will be added as the detailed curriculum is developed. Again, I must say, this is not a detailed curriculum or day-to-day lesson plan for the class; it is a broader guideline. You really can't offer judgement in that kind of detail until you see exactly how this is going to be transformed into the program that is going to be taught in the class; and the history teachers and the history heads in the various schools will be developing that. Certainly the guideline is such that those kinds of subjects would certainly be included.

**Mr. Sweeney:** But, Mr. Minister, one of the things that you and I have disagreed on in the past is that the liberality of some of your course outlines is such that the intention is not carried out. We have both taken a look for instance, at the way in which the Canadian studies and English studies outlines were handed out in 1974 and what your intention was—you as the minister; never mind your ministry officials—as to what should be done with those programs and what in fact was done with them, to the extent that you had to come back in 1976 and say, "Hey,

we have got to rewrite these prescriptions because people aren't doing what we intended them to do."

I am leery again when you say that you know they are broad enough, and general enough and wide enough that these kinds of things could be done. Maybe they could, but the evidence of the past shows that they may not be. However, I don't want to beat that one to death.

**Hon. Mr. Wells:** I think there's plenty of opportunity, if the course guidelines aren't specific enough in some of those areas, that we can adapt them to that. The Canadian Legion, for instance, was very concerned that the first and second world wars would be forgotten in the program, but I assured them that area certainly would be part of what is taught, because I think that's an important background upon which to base a lot of our information about what kind of life we have in Canada, why we have certain institutions and so forth.

**Mr. Sweeney:** Can I move on to another area, unless somebody else wants to stay with it?

**Mr. Van Horne:** I just want to stay with this point for a moment because a couple of suggestions have been made. I think you suggested, Mr. Minister, that there would be input and review within the year; then, a little later, you said department heads would be developing outlines or extending what you have in the outlines.

These two things carry me back to the question which I asked in my introductory comments; that is, what plans do you have to monitor these guidelines? How does the input get there? From whom? How do you become aware of the things that are being thrown back ultimately to you as minister? A little later in my introductory comments, I think I made an observation that if the new curriculum guideline is to be presented, at the same time there should be some suggested way of assessing that program. In the report that came to you, which was released last week, items 3 and 4 on page 12 also make reference to this need to have some process of reviewing the guideline.

I have to think that if you haven't specifics in front of us now, we are into a sort of house-that-Jack-built situation; it's a topsy-turvy thing. And although they are appreciative of what's going on, I am sure people in the classroom are going to be a little bit confused about which comes first and what is expected of them. To be realistic, I think we are probably looking at a two- to three-year process.

**Hon. Mr. Wells:** The document that has gone out on the intermediate history guideline suggests that revisions or amendments to the guidelines should be submitted to our regional offices during the 1977-78 school year and these would be reviewed in 1978 by the members of the writing and validation teams. That's the process of the teachers themselves who developed the guidelines doing this review. As I read this evaluation report, that is the other side of the coin, that is the mechanism to evaluate and find out if indeed people are learning or fulfilling the goals of the program, if they are being attained by the students. That is the evaluation mechanism that we are going to develop over the summer. That's what they are suggesting there be in each guideline, an evaluation procedure so that we will then know whether the goals of the program are being met; and if they are not whether the program has to be adjusted or what has to be done. That process will have to go on over the summer, because it hasn't been done yet.

**Mr. Van Horne:** Over the summer—next summer, this summer?

**Hon. Mr. Wells:** This summer.

**Mr. Van Horne:** This summer. So the people in the classroom, then, will have an understanding when they start off in September about the type of input that is expected of them.

**Hon. Mr. Wells:** The input in which area?

**Mr. Van Horne:** For implementing any of these guidelines; take the history teacher.

**Hon. Mr. Wells:** The implementation will not begin September 1. They will be planning their implementation over the next year.

**Mr. Van Horne:** Yes, that is the other point that was made—the question that I put to you in the introductory comments. I understood, and I think this is verified by your comments, that the implementation process may become mandatory in the fall of 1978. I am really not too sure that the people who are your front line people, the people in the classroom, are going to get off on the right step, or in the right direction, if there isn't considerable liaison between them and their superiors, and in turn with the regional office people. I don't see built into the budget here—

**Hon. Mr. Wells:** Oh that's taking place. Yes, that kind of liaison is taking place. That kind of liaison with the superintendents of curriculum and so forth, has already been taking place. That's where these kinds of guidelines I have indicated to you, the

amendments and revisions, will come in; and that's all taking place. That's all part of the shared responsibility for curriculum development; that's all part of the reason it takes a little longer to do all these things than some people realize. Some people believe that everything should have been in place by September, 1977, but when you look at the steps that have to be followed and the people who should be involved, the people who should be consulted and so forth, that's when you see that it does take a little longer.

**Mr. Van Horne:** I am aware of liaison going on now, but the point I was going to make is that I don't see built into your estimates any additional funds for doing more of that, if in fact we are into quite a few new areas of concern for which new guidelines will have to be developed.

**Hon. Mr. Wells:** There is regional curriculum development money. There has been no new money put in there, but that will be used for this purpose rather than other curriculum development purposes in this next fiscal year.

**Mr. Van Horne:** Is this the item on vote 3002, item 1, is that the curriculum implementation budget? Am I looking in the right place?

**Hon. Mr. Wells:** Yes, that's it there.

**Mr. Van Horne:** If this is such a big job, I can't see why the money is going down. There is a decrease indicated there of \$33,000.

**Hon. Mr. Wells:** We have reduced this central office allocation and shifted some of the responsibility out to regional office; some of their money has now been earmarked.

**Mr. Van Horne:** So if I were to look somewhere else I would see an increase in funds, is that correct?

**Hon. Mr. Wells:** I am not sure you will see an increase. You won't see an increase in very many of the sections of this budget, because it is trimmed pretty tight.

**Mr. Van Horne:** I am not suggesting that we, out of hand, spend more money, but perhaps relocate money.

**Hon. Mr. Wells:** What we are really doing is we are reallocating moneys from other areas this year to this particular task, rather than spending more money.

[5:15]

**Mr. Van Horne:** But I can't see the evidence there. You tell me it's somewhere else. If I understand correctly, the note



down below on paragraph 3 is the guideline, is it not?

**Hon. Mr. Wells:** Page 96, the regional services—there's more money in the transportation section, which involves more monitoring and more involvement with the development teams at the local level.

**Mr. Sweeney:** Mr. Minister, maybe you could explain what implementation of policy means on page 96. Are we talking of curriculum policy here or just policy generally?

**Hon. Mr. Wells:** All policies.

**Mr. Sweeney:** Including curriculum?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** I have one final question while we are talking about history—I've borrowed your guideline here for a moment. Are you satisfied that the number of elementary people represented on these writing committees is adequate?

**Hon. Mr. Wells:** The history guideline doesn't have any outside people on the writing team.

**Mr. Van Horne:** There are others on validation scores and so on, though?

**Hon. Mr. Wells:** Yes. I think there is a good balance there.

**Mr. Van Horne:** The criticism that was presented to me at home on the weekend wasn't concerned with this one so much as it was with geography. It was that there should have been more—or there wasn't enough, whichever is the proper way of putting it—representation of elementary panel. I'll just leave that with you as an observation.

**Mr. Sweeney:** Can I move into the area of mathematics, Mr. Minister, which is another new program you are just developing? I seem to be getting, from different sources, similar concerns that I've had previously with history. For example, I have a copy of a letter that is addressed to you. My copy is dated March, 1977—I guess yours was earlier—from the chairman of mathematics of the Windsor Board of Education, in which he expressed a number of concerns. One in particular caught my eye. At the tail end of the second paragraph he says: "We find ourselves looking at a curriculum guideline in which at least 40 per cent of the material is currently either being minimally taught or not being taught at all." If I'm interpreting that correctly, what it says to me is that 40 per cent of the new guideline is new material.

The converse of that would be that a fairly sizable portion of the old guideline

was deficient, by roughly the same percentage. Is that valid or not?

**Hon. Mr. Wells:** No, I don't think that is a valid statement. Change in approach perhaps, change in assignment of topics and so forth; but I don't think it is valid to say that what was being taught was deficient.

This represents, as I understand it, a revision in the intermediate division of mathematics of a group of guidelines that have not been revised since 1962. So it represents, more than in any of the others, a sort of a total look at the whole program that is being taught in the intermediate division.

**Mr. Sweeney:** One of the criticisms of maths in the intermediate as well as some of the other divisions, and we will come to the same thing in English in a few minutes, was that much of the basics, the hard-core, basic computational skills, things like that, were not included or not included to a sufficient extent. Do I understand that the new guidelines will resolve that kind of criticism?

**Hon. Mr. Wells:** I'll ask John to answer that.

**Mr. Sweeney:** The argument seemed to be that from grade seven through to grade 10 we were too caught up in the new math. As a matter of fact, if I may quote another source, the professor of mathematics at the University of Toronto, and maybe this will pull it together, is saying: "I wonder if future classroom practice will erase the anomaly turned up by Mark Holmes' survey of students who understand but cannot do mathematics." The point that has been made there, and it has been made many times, Mr. Minister, is that we have swung the pendulum so far over in getting kids to understand mathematics, to understand what was happening, that we weren't spending very much time in getting them to actually do problems and use it.

I have another source here—maybe I can just add it—and this refers to the junior mathematics contest sponsored by the University of Waterloo and telling about the schools and the students who participated. I thought this was particularly pertinent. The members of the contest committee said there was a noticeable drop this year in students' ability to handle questions which involve fractions and measurement. For example, a distressing number of students had trouble with a question that asked: sixteen minus four divided by 1 minus  $1\frac{1}{4}$ —a very simple fractional kind of question. These are the kinds of criticism we have been getting on mathematics, that the kids are becoming more and more sophisticated in understand-



ing computers and number systems and the whole approach to new math, but in fact they were having great difficulty actually doing mathematical problems.

There are just three sources from three different areas which seem to support that. What I am asking is: Have we recognized, have we agreed, that that has been a deficiency; and is the new program going to try and resolve that deficiency? Have we learned in other words; or are we just going to continue on our merry way?

**Hon. Mr. Wells:** I hope we have learned something. We have here a document that is called "Recommendations for Intermediate Division Mathematics in Ontario." This was a research study that was done by a Paul Pogue, who was a mathematics teacher with the Simcoe County Board of Education from 1974 to 1975. He was the project director and along with Patrick Babin and Robert Knoop prepared this. It looks at intermediate mathematics and they have arrived at some recommendations. This was the kind of thing that the writing team here had to go on when they set about their task, because these people had already looked at intermediate division mathematics. They make some recommendations here which, as I understand, were followed in the development of the program. In other words, there had been an evaluation.

**Mr. Sweeney:** So it is reasonable to assume, then, that the kinds of concerns we have expressed in the past are being recognized and will be corrected, or at least modified, in the new programs? I don't want to put words in your mouth, but am I assuming correctly?

**Mr. Storey:** That is the intent. The math committee would indicate to you that the relevancy of mathematics, the basic computational skills, the problem-solving, decision-making, all will be part of that program. It is reflected in the draft document we have to date; when it goes out we will get reaction from the field up until December 15 of this year, and if there are some concerns, such as your friend has indicated to you with respect to the math guideline, they will be taken into consideration in January and February when we bring the writing team back together again to reflect upon the kind of input we have from the field.

**Mr. Sweeney:** Okay. One last area then—

**Hon. Mr. Wells:** If you would like a copy of this, John can get you a copy of the research report.

**Mr. Sweeney:** I would appreciate it, yes. Thank you.

**Ms. Gigantes:** It will blow his mind.

**Mr. Sweeney:** The last area I would like to touch upon briefly is—

**Mr. Kerrio:** Did you hear what he just said? There is no problem with the curriculum in the NDP, so I don't know what they do with those reports.

**Mr. Sweeney:** Oh, that is another area. The bolts from Mount Olympus.

One of the areas in which there has been considerable difference of opinion is in the whole area of English. I have not heard very much about the new guideline proposals for English. Are we going to come at some of the quotations underlying basics again? Where is that one heading?

**Hon. Mr. Wells:** John, would you like to give them an update on that?

**Mr. Storey:** Perhaps the main emphasis of our English guideline at the intermediate division is one towards a balanced program to ensure that the reading, listening, speaking and writing skills are part of the grades 7-10 program. I think we have found in some instances that it has been overbalanced in one area or another.

In this particular document we have, I think, addressed ourselves to some of the concerns we have received from the field; that is, more direction as to what the program should be like. In the document you will find reference to such areas as spelling and the place of grammar in the program, as well as the place of literature, speaking and writing; with an emphasis, I might say, on the balance but coming back to an emphasis on the communication skills to ensure that youngsters at that level get every opportunity to learn how to express themselves well orally and in written work.

**Mr. Sweeney:** Would it be fair to say then that it is a rather dramatic departure from this 1969 guideline?

**Mr. Storey:** I am not so sure it would be fair to say that it is dramatic, because the basic philosophy in that particular document can be found in the new intermediate English. It is all there in one form or another.

We have gone a couple of steps further than that document went in that we are trying to provide more help for the teacher actually to develop the balanced course of study for that particular age level. We have a number of people working on further resources for that particular document. So it is really an extension of that as a basis.

I might say too that the senior English division guideline, which we have available at the same time, has that same kind of em-

phasis; so we can be assured that the program guide for English for grades 9-13 at the secondary school level will be consistent.

**Mr. Sweeney:** I phrased the question the way I did because this particular guideline has been used in the last few years by English teachers and, if you read it in a certain way, very clearly it can be used to say that it is not necessary for us to teach spelling, punctuation and grammar; as a matter of fact, this would suggest that they are incidentals.

What I am trying to get at is, I would certainly hope the new guideline doesn't say that; that it says very clearly that these are not incidentals, they are absolutely essential and must be taught.

**Hon. Mr. Wells:** I guess the difference of opinion is whether the old one ever said that.

**Mr. Sweeney:** I have quoted in the past, and I could quote again, where paragraphs and sentences in there can very easily be interpreted that way. That again has been one of the difficulties that educators have faced; people can pick this up and say, "Well, that's what the ministry says."

**Hon. Mr. Wells:** Well, it won't be what we say in the new one. Have you got the senior English guideline?

**Mr. Sweeney:** Not with me, no. I have seen some version of it. I have one last question, and it touches on something that was brought up earlier. While we are on curriculum—

[5:30]

**Hon. Mr. Wells:** There's the senior English, if you want it.

**Mr. Sweeney:** No, I haven't seen that one. I wonder if my colleague has. He says he has. I was going to ask the minister if he would send us a bundle of them. I guess that shows the lack of co-ordination here.

**Hon. Mr. Wells:** We sent you over a carload of material.

**Ms. Gigantes:** Two cartons.

**Mr. Sweeney:** Was that just recently?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** This morning.

**Mr. Sweeney:** This morning.

**Mr. Grande:** All published the same day.

**Mr. Sweeney:** I guess there's a legitimate reason why I haven't seen them before then.

**Hon. Mr. Wells:** Actually they were delivered on Friday.

**Mr. Sweeney:** You really didn't expect us to be here on Friday?

**Mr. Van Horne:** Were you working someone at double-time on Friday?

**Hon. Mr. Wells:** Thursday; excuse me. Some of us were down here Friday, though.

**Mr. Martel:** Selling hot dogs.

**Hon. Mr. Wells:** No, Elie; eating them.

**Mr. Sweeney:** I wonder if you would react to the comments by a couple of the local Metro borough boards with respect to your new grant approach in French-language education for anglophones. They seem to be saying that the way the grant is structured at the present time actually is a disincentive for them to move up the scale as you have set it out, because it means they've got to raise more and more money locally.

I can't remember whether it was York or North York, but one of them pointed out in the last couple of weeks that they're just not going to be expanding their program at all because they can't raise the funds locally and that the nature of the grant structure is a disincentive.

Obviously you had something else in mind when you set it up that way. Could you respond to that kind of criticism?

**Hon. Mr. Wells:** I suppose it depends upon what you mean by a disincentive. They're not getting 100 per cent dollars in extra grant as an incentive in the French as a second language program. What they're getting is a certain amount which is eligible for grant at their rate of grant; the rate of grant, of course, is all worked out on an equalized basis, based on the poor or rich assessment of a board.

**Mr. Sweeney:** Excuse me, Mr. Minister. I wasn't referring to the fact that the local board has to put something into it, but the structure of this new approach.

**Hon. Mr. Wells:** Oh, you're talking about the structure—

**Mr. Sweeney:** As you go up in the levels of in-depth teaching, they've got to get more and more from the local taxpayers. That's what they seem to be criticizing. On the one hand, you seem to be encouraging them to move from level one to level two and from level two to level three; but, as they go from level one to level two, and from level two to level three, it's going to cost them that much more. That's the disincentive part of it.

**Mr. Grande:** What's a little money here and there?

**Mr. Sweeney:** In other words, they say the way you've got it designed is a disincentive.

**Hon. Mr. Wells:** We've got it designed so that the richer your program, the earlier you start it, and the more you teach; the more money you generate in provincial grant. If your rate of grant is low and you put in an extensive program, you're going to generate a greater grantable amount but you're going to have to raise the rest locally. The thing that has to be remembered is that to raise that amount locally in Metropolitan Toronto, if it be 72 per cent—

**Mr. Sweeney:** We're off the topic again. I fully appreciate that a board in northern Ontario raising one mill and a board in North York raising one mill are going to get very different amounts of money. That's not the aspect I'm talking about.

What I'm trying to get at is this: Under your new program, the absolute minimum is 20 minutes a day; that's called level one. As you go into it more deeply, there's a whole series of levels—five, six, seven or something; I can't remember—until you end up eventually in a total immersion program. But in the process—and I don't care whether it's a very small board in northern Ontario getting a 90 per cent grant or a very wealthy board, like Metro, getting 33 per cent or 40 per cent—as the boards go deeper and deeper into the program, regardless of what their rate is, they've got to get more and more from their taxpayers. That's the disincentive part of it.

In other words, you seem to be saying to go deeper and deeper; and they're saying, "Heck, we can't afford to go deeper and deeper." You're conning them.

**Hon. Mr. Wells:** We're not really conning them. As long as we give the money based on our present system of grants, that's the only way we can give it. In other words, in order to enrich the program, it's going to cost you more. We'll give you part of that amount you pay—no matter what the percentage is, we'll give you part of it—but you're going to have to raise the other part yourself.

The only other way we could do it would be to give you 100 per cent dollars and say, if you increase your program, we'll give you 100 per cent of all your extra costs.

**Mr. Sweeney:** Okay, let's put it this way: I think there's a fair bit of evidence that the 20-minutes-a-day type of approach doesn't do too much good, especially if you start it in grade six, seven or eight. The immersion approach or some aspect of that is much more effective. If we seriously want to encourage boards to carry out the more effective kind of program, then maybe there is

some cutoff point where you say it is 100-cent dollars rather than 33-cent dollars.

I'm not suggesting that you destroy the whole grant approach for maybe the first couple of levels, but somewhere along the way you've got to say to them, "It's not going to cost you so much more locally in order to get into something which is identified as being preferable"—unless I miss the whole point of your new approach. If I understood it when you introduced it in the House, you were very much encouraging boards to go into this more and more deeply. In other words, your suggestion seemed to be that level five was much better than level three and they should be doing level five.

**Hon. Mr. Wells:** You're talking about these examples that we had.

**Mr. Sweeney:** But you do have the whole program described in different levels of depth.

**Hon. Mr. Wells:** Really just three, as I recall: a core program, an expanded program and an immersion program.

**Mr. Sweeney:** Okay. Let's go from one to three.

**Hon. Mr. Wells:** But an immersion program certainly wouldn't be for everyone in the system. An immersion program is a special program for students who want that degree of enrichment.

Actually, as far as I'm concerned, our whole philosophy has to be that you don't change your way of giving grants in this particular area, but that you leave the priority-setting to the local level. You can make the case, and I might be able to make the case, that French as a second language should be something special. There are others who will make the case that special education should be something special, still others who will have education of the gifted child as something special, and someone else who will have something else.

I think the legitimate place to talk about this is in general terms of the degree of money that's raised at the local level vis-à-vis the degree that the province raises, and to leave the priority-setting for the programs to the local board. In other words, if we're asking them to raise too much locally, then we should attack it by saying the province should pay 80 per cent of education rather than 55 per cent or 60 per cent. But, given the system we've got, I can't approach it and say that it will be this way for all the regular programs and we will pay our rate of grant, which is so and so equalized across the province, but for French as a second language it will be different.



**Mr. Sweeney:** Let me pursue another line of argument. I would strongly suggest you could do that for French, because you get such heavy support from the federal government for that one program that you don't get for any other. I have a report here, dated September 1976. If I'm reading the figure correctly—these are 1975 figures, I guess, but I would suggest to you that they're probably comparable—what it says to me is: "The contribution of the federal government to the French program in Ontario was \$23.5 million. The total amount spent in the province was \$29.1 million." Even by my old math that means the federal government is putting up about 80 per cent of the cost and the provincial government only 20 per cent. I don't know of any other program in the educational system where you're getting that kind of an infusion of funds from outside the province. Am I right or wrong? I'm trying to identify this as very special and very different from whatever else you're doing.

**Hon. Mr. Wells:** There's more to it than that. That total amount of money from the federal government comes based on two different programs.

**Mr. Sweeney:** Yes, I've got that.

**Hon. Mr. Wells:** One is French as a second language and the other is minority language school. The bulk of the money we get is because of the minority language school system, that's the French-language school system. We get the smaller amount of money based upon the teaching of French as a second language. That's nine per cent of the average cost per student on the minority language and five per cent on French as a second language. That makes up that total amount that you've indicated. We then, by this method of identifying so much extra per pupil if you give the program, have identified the \$29 million or whatever you quoted there as the amount that we spend. The identification, based on our formula, is just the reverse. We give out more money for French as a second language than we do to the minority situation.

So that, in fact, you're right, we are getting a fair amount of federal money for this program. We're reversing the priorities—or we're reversing the use of the money is probably the better way of putting it. We're not passing on to the minority language school system the extra money which we're generating from the federal government to the same extent that we're getting it.

The other half of this program that we've announced, of course, is that we've announ-

ced a new program for the minority language school system which adds extra amounts per pupil to them. That's in place now, too, which means that project, with other incentives in the minority language area, is going to spend most of the money we get from the feds for the minority language school system on that system, and that means something like \$19 million or \$20 million will be spent in that area, so we won't have that. In fact unless we get some new arrangements with the federal government we'll only be getting something like \$6 million or \$7 million to pay for this new program that we're putting in plus what we've been doing; if you follow what I mean.

**Mr. Sweeney:** Yes, I follow you. Okay, let me take it in a slightly different way.

It's not really that different, but the tack I want to get at is this: You seemed to suggest a couple of minutes ago that you couldn't have one kind of a grant formula for all the other subjects and then a different one for French. What I'm trying to argue is, given the fact that you do have a different kind of funding infusion, it may not be too far off the beaten path to suggest that you could have a different kind of funding formula.

For example, using the three levels you described a minute ago, why couldn't you say the provincial average, roughly 60 per cent, would apply for level one; if a board wanted to move up to level two—what is it advanced?—we'd give an average of 80 per cent; and if they went to three we'd give 90 per cent or maybe even 100 per cent?

What I'm trying to argue for is that if you're truly serious about encouraging boards to go that extra mile, then you have to give them some financial incentive to do it as well. Under the present structure, there really isn't any financial incentive for them to go into the advanced program or the immersion program. As a matter of fact, and I realize I'm repeating myself, there is a financial disincentive, given the fact they've got to raise that many more dollars locally; or that many more mills, let's put it that way instead of talking dollars. So it doesn't matter whether we're talking about a southern board or a northern board, a rich board or a poor board. Is there any validity to that at all?

[5:45]

**Hon. Mr. Wells:** If it's a priority program with the board, something it wants to do, I think it would find a way to do it. It's very easy to—

**Mr. Sweeney:** Mr. Minister, their dollars are pretty tight now. You can't come at a period of restraint and introduce a new program and say it's going to cost you more money if you want to—

**Hon. Mr. Wells:** So are our dollars, and we've eked out a fair amount of money for this program, a fair increase in the amount available for general legislative grant. We've eked out a fair amount, and at this point in time to suggest that it could be done in a different way, I'm not so sure that would even be that productive; because it may just be for some areas it's an excuse—unless you give them completely 100 per cent dollars they're not willing to go into a program, and it's not possible to do that at this point in time.

**Mr. Sweeney:** My concern is that the entire credibility of the program, if we keep on getting these kinds of board reactions, is going to kind of go down the drain.

**Mr. Kerrio:** And the federal dollars mean so much if we can use them, eh?

**Hon. Mr. Wells:** I was just going to say, sometimes under our system, you see, in the accumulated hours system that we've got, as the boards get into the program, their amount of grants will go up and their costs may not necessarily increase as they accumulate, because the grants go up based on the accumulated hours of the pupil and yet the costs of actually teaching that program may not increase at all. As the student has more French, he's going to generate more grant.

**Mr. Sweeney:** You'd have to have a larger board to make that pay, though.

**Hon. Mr. Wells:** You might.

**Mr. Sweeney:** But all the boards don't have that kind of—

**Hon. Mr. Wells:** What we really need is to sit down with some of these boards, which our people will be doing, because in order to take advantage of any parts of the program they've got to submit a plan. Even if they stay at the status quo, to go from the \$54 to the \$70 they've got to submit a plan to us, so at that particular time our people will be looking at what they're doing. You really have to look at each individual case and find out whether, in fact, it is a financial burden; the kind of thing that suggests they won't do it because they can't finance that part locally or in fact it's just an excuse to not go ahead with the program. That's what we have to really find out. We won't know that until our people take a look at it.

**Mr. Sweeney:** Just one last question then: What kind of response have you got from

the boards thus far? My reading is that the boards are just throwing up their hands and saying we're not even going to apply.

**Hon. Mr. Wells:** Is this the vote under which this normally would come?

**Mr. Sweeney:** Oh I thought it was curriculum. Is it not? Where else would it come?

**Hon. Mr. Wells:** I guess under the general legislative grant. I have that information, but I don't think I have it here under curriculum.

**Mr. Sweeney:** Okay. Well let's leave it until then.

**Hon. Mr. Wells:** I'd asked for a complete report to be drawn up as to the status of the boards, but I don't see it here at the minute.

**Mr. Sweeney:** Could I put it on record that I'd like that information?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** If I could just make another observation about your people who are going to be looking at this, I would have to assume that these are the troops out in the regional offices who will be your first contact. The number are decreasing, are they not? The number of people in the service of the ministry is decreasing?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** I really wonder if you're going to be asking so much of them that none of this will be done. Again, I'm going to go back to this monitoring and to this liaison thing until you get tired of hearing of it, because I have a concern that many new programs that are coming onstream and the work that's involved with them, and the intent that you have somewhere along the way to come up with an assessment or monitoring program, is going to put them under severe stress. I really don't know how effectively it will be done.

**Hon. Mr. Wells:** It will be done effectively. As far as operations in this ministry are concerned, we've got to pull our share within the total government, and that involves a certain constraint program on staff. The productivity of our present staff is excellent and they're meeting the challenge, but we're going to have to do with the complement we've got because there isn't any way we're going to get any more complement in this ministry. We're just going to have to readjust and make sure we're getting the best productivity we can out of the people we've got.

**Mr. Van Horne:** That tells me there's a new role or different role being played, and I think we alluded to this earlier on, by the



people in the regional offices. I am wondering if and when you will give us some indication of a redefined regional person. You said you would never go back to the inspector. However, I'm not sure that we have any longer the co-ordinator-consultant type of person in the regional office. I see a new creature coming on the scene.

**Hon. Mr. Wells:** You know the structure of the regional office, with the various superintendents in the three divisions and so forth.

**Mr. Van Horne:** But I think I see something different coming out of all of this.

**Hon. Mr. Wells:** Of course a whole part of the larger units of administration and the decentralization that came in in 1969 and 1970 involves the assuming of a lot of those functions by the supervisory officers of the local school board. The inspectors, the principals, the area superintendents and the superintendents of the various divisions, the director and assistant director of education—all these people have assumed that function and are to be the inspectors on behalf of the kind of process that goes on. They are supposed to inspect the teachers, and they sign the papers to make teacher certificates permanent and so forth. That role has been decentralized and delegated down to the local levels. That was part of the larger units.

**Mr. Sweeney:** As Mr. Van Horne would know, there are a number of boards whose administrative officers, in fact, don't act that way at all. There are a number of boards in this province that get "almost no inspection," in fact some teachers don't.

**Hon. Mr. Wells:** Our thrust has got to be to get those supervisory officers to assume that function and not to add more staff in our ministry, because we've got a very large administration level of staff across all the large boards across the province.

**Mr. Sweeney:** It's another example, Mr. Minister, where—I was going to say you set up, but you really didn't—you allowed a structure or a system to be set up assuming certain things were going to happen, and in fact they haven't worked out that way. I guess that's the sort of point we keep referring to in this caucus, that there needs to be someone taking a look at these sort of things once in a while to see to it they are being done the way they should be done.

**Hon. Mr. Wells:** Yes, but I think we can do it with a small staff in the ministry working with those staffs in the various boards, if they aren't doing their job to alert them and get them on track to do the job, rather than us assuming that job.

**Mr. Kerrio:** I wouldn't suggest you put extra people in place to do it. Maybe we should put the people in place to do it instead of the other system.

**Hon. Mr. Wells:** You mean get rid of all the people at the local level and put them back working for the provincial government?

**Mr. Kerrio:** You are laughing, but listen, there are so many of them. I don't care who pays them but I am suggesting that if we are not accomplishing something it's time to take another look at it. I think the inspectors who go from the banks don't all work in the office of the bank they inspect. It's a comment, it's valid. Certainly I'm not going to pay two staffs. I don't think this inspector system is working.

**Mr. Sweeney:** I just had one last point, Mr. Minister, and again correct me if I'm wrong. I believe one of your early acts as Minister of Education back in 1972 when you first came in, was to make the option program in the secondary schools compulsory. I didn't say that right, did I? Yes, that's what I meant to say. It was compulsory for the schools to have an option program in the secondary schools.

**Hon. Mr. Wells:** You mean to have the credit system?

**Mr. Sweeney:** I'm more concerned about the word option program than credit system. I think they are two different things, and they both came in at the same time.

**Hon. Mr. Wells:** I'm afraid I can't take credit for that, I don't think. I think it was done just before I arrived.

**Mr. Grande:** You institutionalized it.

**Mr. Sweeney:** It was already in the works before you got here?

**Hon. Mr. Wells:** Yes.

**Mr. Sweeney:** You are not going to take credit for it, in other words? Or blame?

**Hon. Mr. Wells:** Being very historic, it was in place, I think, before I arrived.

**Mr. Sweeney:** All right. The point I am trying to make is that back in those great and glorious days, one of the reasons given for it was that it would enable so many more students to stay in school because they would have so many more choices. Yet the records show that from 1973 on the drop-out rate in secondary schools has increased, not decreased. It seems to be another one of those—what's that word?

**Hon. Mr. Wells:** Anomalies.

**Mr. Sweeney:** Anomalies—how would you explain that, Mr. Minister? I think that's legitimately under the area of curriculum.



**Hon. Mr. Wells:** I would like to get the figures on the drop-out rates and see what we are talking about.

**Mr. Sweeney:** Well, they are in your ministry's—

**Hon. Mr. Wells:** In the drop-out study—when you get into these figures—so many different statistics are now used. The drop-out figures mean people who didn't arrive at that stage they should normally do in school; in other words, get a secondary school diploma, or a secondary school honour graduation diploma.

**Mr. Sweeney:** They left before the end of grade 12, let's put it that way.

**Hon. Mr. Wells:** They don't necessarily, though, relate to the percentage of the population that was in school, which is the figure we use very often, rather than that kind of figure. I think there is an indication that there has been a—and what is the percentage I am looking for, 11 per cent, is that the number—

**Mr. Sweeney:** That's not a fair comparison, Mr. Minister. If you have a thousand kids in school before the introduction of the program, and 20 per cent drop out; and you have 2,000 kids in school after the introduction of the program and 30 per cent drop out, you can't compare that 1,000 to 2,000. It's the total number of kids who are there at any one time. What percentage of them is encouraged to continue and finish the program because of the structure that is there?

**Hon. Mr. Wells:** What we are saying is that of the 15 to 19 year-old category, the percentage of kids in school is greater now than it was 10 or 20 years ago.

**Mr. Sweeney:** I am not arguing that. But the fact remains that since the introduction of the optional program, of those who start fewer finish, a smaller percentage than those who finished before the introduction of the optional program.

**Hon. Mr. Wells:** Oh I don't think that's right.

**Mr. Sweeney:** Well your records show that.

**Hon. Mr. Wells:** I'd like to get that record out. Maybe we could get that record out for after. I certainly never—

**Mr. Sweeney:** Okay. Now if the drop-out rate has increased since 1973—that's the point I am making—it seems to conflict with the whole purpose of introducing the program in the first place. At least, it does to me.

**Hon. Mr. Wells:** I think we had better get that study out and look at that, because certainly that isn't my impression of what the figures show. Let's get it and we can discuss it.

**Mr. Chairman:** Any more discussion?

**Hon. Mr. Wells:** Can I just throw this in? I promised on Thursday I would get some figures on the heritage language classes. We have been able to draw up some figures which would indicate, for instance, that if you had a program two and a half hours a week, 20 students in the class, that the amount of grant in Metro Toronto School Board would be \$731.20 for the year; the amount of grant for the Metro Separate School Board, for instance, would be \$2,026.

I did a few other examples. The Halton board, for a class of 20, would get a grant of approximately \$1,384; Durham, \$1,503; Peel, \$1,224; and the York Roman Catholic Separate School Board, \$2,058. That shows you the difference.

**Mr. Grande:** Was that \$731 in Metro Toronto?

**Hon. Mr. Wells:** \$731.20.

**Mr. Grande:** So, in other words, the boards for which you set up these classes are going to be receiving less funds? In other words, where the need is, those boards are going to be receiving less funds for the classes. Is that the way it works?

**Hon. Mr. Wells:** That's called equality.

**Mr. Grande:** But is that the way it works? The boards that have the greatest need are going to be getting the least amount of money per class?

**Hon. Mr. Wells:** Yes, but they've also got a greater ability to be able to raise the extra amount of money. In other words, out in Halton it's going to take just as much effort to raise the difference between the grant of \$1,384 and the total needed as it is in Metro to raise the difference between \$731 and the total required.

**Mr. Grande:** But you do understand that the need might not be there to set up a class.

**Hon. Mr. Wells:** The need is there for the Roman Catholic separate school. They get \$2,058.

**Mr. Grande:** It helps the separate school.

**Hon. Mr. Wells:** That is how it works now.

**Mr. Chairman:** Any more discussion on item 1 of vote 3002?

**Mr. Sweeney:** Before you close, may I just ask a question? I don't want to make a contribution. Where is the most legitimate place to bring in questions about the inter-face report? Would it be under this vote or another one?

**Hon. Mr. Wells:** Research and evaluation, that would probably be the best place.

**Mr. Sweeney:** Okay:

**Ms. Gigantes:** I have a series of questions I would like to ask about curriculum development.

**Mr. Chairman:** Well, I think we will recess now until 8 o'clock and you can be first.

The committee recessed at 6 p.m.

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**Ministry of Education officials taking part:**  
 Doris, J. E., Education Officer, Curriculum Branch  
 Storey, J. W., Director, Curriculum Branch







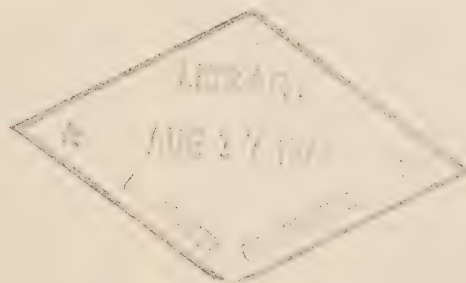
No. S.6

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



### **First Session, 31st Parliament**

Monday, July 4, 1977

Evening Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

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MONDAY, JULY 4, 1977

The committee resumed at 8:05 p.m.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 1, curriculum:

**Ms. Gigantes:** If I could, Mr. Chairman, I'd like to go back over some of the ground that was covered earlier when the Liberal Party was asking questions of the minister about the new curriculum development program that was launched last fall. I'd like to do that merely to put on record some of my impressions about the whole process which I feel are different from those indicated by the Liberal questioning on the subject.

It seems to me that one of the things we could sense quite clearly in this afternoon's discussion was confusion about the difference between a core curriculum and what one member of the Liberal Party called "the basic core," which then gets us into the phrase "back to the basics."

One of my great concerns about the development of this program and the public statements that have been made on this subject, particularly by the ministry, has been that it is permitted in the public mind to confuse core curriculum and the whole kind of militant notion that we have seen developing in some public discussion of "back to the basics." I think the Liberal Party really has added to this confusion. I don't think the minister has been as helpful as he might have been in sorting out. I think that if this confusion is allowed to continue in the public mind, we're going to have a reaction against the development that has been going on in curriculum work over the last few months.

I'd like to refer you back, Mr. Chairman, first of all to one of the initial statements of the minister entitled "Major Change in Curriculum Development" in an address to the Ontario Association for Curriculum Development in November, 1976. He talked about the development of a new curriculum for grades seven through 10. He talked about how the guidelines being developed would be more prescriptive and descriptive. Second, he talked about the number of specialists who would be involved in the development

of the new guidelines. And third, I'd like to quote:

"All of these new and extended guidelines will be available in the spring so that teachers can make use of them in preparing courses for next September. The greatly increased priority we have placed upon curriculum will be reflected in a much shorter time line in the production of new curriculum guidelines and resource materials for principals and teachers."

A few weeks ago, as the House was preparing to collapse into an election, I questioned the minister in the House about when we could expect to see mandatory implementation of new mathematics curriculum guidelines. I was told that it would be the fall of 1979. If you take the statement that I just read into the record from November, 1976, and compare that with the actual events as they followed through this process over the last few months, you can see that there's a wide gap in the promise, if you want to call it that, or the announcement—one might even call it the politics—of curriculum development compared with the reality of curriculum development.

I don't think it's an accident that we see this most clearly in the field of mathematics. It's in the field of mathematics, after all, that of all these core subjects one finds it most easy to measure change. It's most easy to delineate the line of curriculum development and it's also most easy to conceive of the difficulties of providing for good evaluation once a new curriculum has been developed. It's the most measurable of the subjects that we're talking about when we're talking about a core curriculum.

I think it is very important that the members of this Legislature and, in particular, the ministry, began to talk in real terms about what a core curriculum is. Surely when we talk about a core curriculum for the Ontario education system what we're talking about is the provision of certain courses and certain subjects which we consider critical to the education of children.

Here we're discussing the lower secondary level, if you want to call it that—the intermediate level—of our school system. We're not talking about the content of those courses, and it's here I think we ran into confusion



this afternoon. I think if we look back tomorrow or the next day at the discussion that went on this afternoon between the Liberals and the minister and spokesmen for the ministry, what we'll find is the confusion between what constitutes a core curriculum—in other words, the subjects in particular on which we want to lay stress—as opposed to the kind of content that goes into that core curriculum.

We see on the part of the Liberal Party, after having pushed publicly for the implementation of something which one of their members today called "the basic core"—which I again insist is a confusion of terms—we see now a developing concern—

**Mr. Sweeney:** Who is confused?

**Mr. Kerrio:** Who is confused? Why don't you develop your own policy?

**Ms. Gigantes:** —we see a developing concern about our "tight schedules for guidelines" and the effects that this will have upon the quality of the guidelines that are being developed. I find this rather ironic, because it's the Liberal Party which pressed most strongly, most vociferously, most publicly over the last year and a half for the quick implementation of what it called—

**Mr. Sweeney:** That adjective is yours.

**Ms. Gigantes:** —the basic core program—"back to the basics"—confusing it with core curriculum. I think that now the Liberal party is beginning to recognize that when you get into curriculum development in that kind of hyperactive way, you're going to run into troubles with the development of the guidelines themselves and their acceptance—both on the part of the teachers who will be involved in implementing those guidelines and, I predict, the public.

Again I'll take my example from the math guidelines experience. As the minister described it to us earlier today, when the math guidelines began to be worked on in a very organized fashion last fall there was a basic document in existence which had been prepared for the purposes of the ministry in the year 1975. It was the Pogue report on the development of new curriculum in mathematics. Because of the existence of that document and the groundwork that had already been laid in the reconsideration of what kind of guidelines should be implemented in the changing curriculum in Ontario, they found that there was a lot of pressure on the participants in the discussion of the development of the guidelines, particularly the teachers involved in the front line and with the heads of math departments.

I'm sure the minister has the same kind of collection of letters that I have and as members of the Liberal Party will have, letters from everyone—from teachers and math heads to parents' associations—expressing their concerns about the kind of deadline pressure that was put on the people who were participating in the writing, or the comment on what was already a written document. There are many examples: the director of Victoria county board received the math documents one Friday and he was supposed to have comments to the ministry by the following Friday. There are several examples of that kind and I think that in the math field we saw the reaction that may yet come in the other areas of curriculum guideline development.

I raise this again—it was already discussed this afternoon—because of my very deep feeling that once these guidelines are developed I think even members of the Liberal Party who've participated in this discussion will be surprised at the outcome. You asked questions this afternoon of the minister—you asked him, "Can you assure us that your attitude has changed? You are going to go back to learning the basic skills, back to number manipulation and being able to handle figures with ease," and so on.

[8:15]

Take a look at the Pogue report. That is not where the stress is. You are going to be as surprised as the rest of the public when those guidelines finally get implemented, if my guess is right. This has been the kind of false process we have gone through over the last few months where the ministry has felt a lot of political pressure to create new guidelines quickly. The ministry has reacted, I think, with some hypocrisy in saying yes, we will quickly create new guidelines.

We are not going to have those guidelines implemented very quickly in one particular field, mathematics. Again I suggest to you, it is because of the nature of the subject. It is more easy for the discussion to build up. It is more easily understood than it is in English or history. I also think that we are going to have a lot of very shocked members of the public when those guidelines come to be implemented, because there hasn't been the real process of discussion on the part of the ministry or indeed, I suggest, and I suggest very seriously, on the part of the Liberals as an opposition party on what is involved in creating a new system of guidelines in core subjects in Ontario.

Again I want to stress that there is a big difference between core curriculum and

the whole notion of back to the basics I will stress we saw again this afternoon that confusion of ideas which I feel is very unfortunate. This is the kind of differentiation I would like to see develop so members of the public can adequately participate, so that we don't have to listen to the likes of Senator Who's-isname or What'sisname discussing history and so that actually there are people who are involved as being parents, teachers and working administrators in the ministry who can have an honest discussion about what is going on with the content in our school programs.

**Mr. Chairman:** Would you care to answer, Mr. Minister?

**Hon. Mr. Wells:** I am not sure that it needs an answer. I would just like to say I am sorry if I have confused anybody in my terminology.

**Mr. Kerrio:** Maybe a Liberal should be answering.

**Hon. Mr. Wells:** In a minute.

**Mr. Sweeney:** I was wondering for a while.

**Hon. Mr. Wells:** I am very clear in my mind that the terminology I have always used means mandatory subjects are the subjects that form the mandatory core and core curriculum means a curriculum guideline with a certain common core that will be used all across the province. When I use core curriculum I am not talking about mathematics, history and English and so forth as being a core programme; I am talking about core curriculum. I am using the term to mean a common core in the curriculum guideline that will be common to all the schools as they develop their local programmes and then expand them to include the material that they can get.

**Ms. Gigantes:** I don't think that that is a very realistic kind of description, if you take it in real terms. Let's pick another example. The English program or the history program—it doesn't very much matter which.

At the intermediate school level you have a teacher who is teaching either history or English and has 250 pupil contacts a week, especially in English, and you can see how this is going to work out. You talk about fleshing out a balanced program. Mr. Storey talks about a balanced program in English. I don't know how you create a more balanced program. If there has been an imbalance, what we have lacked is a certain amount of written work, well corrected and a lot of guidance on written work from the

teacher that the pupil can absorb and learn from.

The real fact of life is that teachers who have 250 pupil contacts a week just don't have the time to be able to assign enough and to be able to correct in a thorough enough manner so that children are actually going to be learning from that process. I talked to a 17-year-old in a large high school in one of the large boards of Toronto last week. He said, "What happens is we get an assignment and we are allowed three weeks to write the essay. Then it takes three months to get it corrected and back to us, and that's the term." That means two major essays a year, and that's not enough for a 17-year-old.

I think the same kind of process is going on at the intermediate level. We can't talk realistically about teachers fleshing out a more balanced program in English when they have too many students to be able to learn their names in the first place, let alone assign the proper amount of written work and properly correct it.

**Hon. Mr. Wells:** I think you are talking about another whole problem; that's not what I'm talking about. The core curriculum means that you cover a certain unit; a study is a uniform thing which is carried on in all the classes. This is the one thing that most of the secondary school teachers have talked to me about at all the gatherings that I have been to. They have said: "Look, if you take science, we have so decentralized that we could develop our own science program."

I'm not talking about each individual teacher in his own classroom development. I'm talking about curriculum committees developing the science program for their school and then the department using that program. What they want is to know that there are certain units that will be taught at Macdonald Collegiate in Scarborough, and in the collegiate in Barrie and so forth; that there's a certain core of the science program that is common and then the rest can be developed, locally, by the local curriculum committees.

The opinion expressed to me was that they felt that we had gone so far in decentralizing that they couldn't tell for sure what part of science was being taught in each different school as part of their program. And so the guideline is to try and establish that common core. That is what we are talking about here, and I'm not talking about the individual teachers and fleshing it out; I'm talking about the teachers who do that in their own school, in the curriculum com-



mittees; and once it's done, that is what they use for the next X number of years they are teaching.

**Ms. Gigantes:** But do you understand what I'm saying? It's parents, the Liberal Party, we in the NDP and you who are concerned, for example, about developing a balanced English program where there is more concentration on what we call linguistic and writing skills. We can't do that in the current system and talk about developing core curriculum. It's not realistic.

**Hon. Mr. Wells:** I'm convinced we can do it with the present system. I'm convinced.

**Ms. Gigantes:** I'm not.

**Hon. Mr. Wells:** Part of it is a development of the feeling that the development of expression in English and marking the written work for English is not just in the English period. We have to get the opinion across to all the teachers that you may get two or three essays in English major once, but if you also get them in other subjects that's all part of the English program. They should be handled in the same way as an English teacher would handle it. I think, given that emphasis, as far as English is concerned the development can be very much improved. And I think most teachers recognize that.

Further, I think you have to remember that the development of what we are doing didn't come about because of the Liberal Party. Sure, they have been talking about this, but it came about because of the dialogue and concerns of people in education—and a study of what it would cost was done by the OSSTF themselves, one of the biggest motivators of the kind of programs we are bringing in; because that's their own survey and their own recommendations. The policy of the OSSTF recommends this kind of thing and that's what we are working on.

**Mr. Chairman:** Any more discussion on item 1 of vote 3002?

**Mr. Kerrio:** The NDP member suggested that we spent the afternoon here and weren't quite sure what was happening. I might say that it might have been true of them, but I think we have had a very, very straightforward policy and I would commend the minister on the fact that he is responding to a need where we have, over the past few years, opened our minds to modern concepts. I think, generally speaking, that across the whole continent we have found out that maybe we digressed a little too far in the—and I'll use the word "basics" if it fits better than core curriculum, because I think that's what we are talking about. And I have to com-

mend the minister on his ministry's responsiveness to something that is very obvious to both teachers and laymen, to people who are sending children to school.

I also want to remind the NDP that we certainly were not confused at all. If there is any confusion on the part of education as it rests today, it is on the part of a party that doesn't have any policy and is going to spend all the time in these debates tearing the Liberals apart. Well, I am glad you realize who the opposition is here. I am very pleased about that.

But I want to reiterate, we certainly do know what our policy is and what we feel about it. I would again say to the minister that the responsiveness on the part of the ministry is an awareness that we in this party, the people of Ontario and parents in general, who, with a basic curriculum, will again have some idea where their children stand and what their future holds for them. I would like to leave it on that note, if I may.

**Mr. Cooke:** Mr. Chairman, I would just like to ask a question about the appropriation for community schools. I would like to ask the minister where the government is heading with community schools, taking into consideration the select committee report that I think has been out for a couple of years now.

**Hon. Mr. Wells:** Mr. Chairman, I reiterated our policy on community schools in a speech to the Community Education Ontario '77 conference in Niagara Falls on March 4. Our policy is, of course, supportive of community schools. If my friend means are we going to do some of the things that were in that select committee report, the answer is no. We don't see the need to appoint a massive number of people to create community schools around this province. Some of those things, I think, would not be in keeping with the kind of stance that most of us are taking today, expense-wise and so forth.

I think that community schools have to develop from the community and we certainly are supportive of the idea. I think that examples that have occurred across this province so far indicate many different models, many different methods of operation, but are an acceptance of this community school idea. But we think it must be a grass roots development at the community level.

**Mr. Cooke:** Mr. Chairman, if the government plans on implementing any of the recommendations, or if they really believe in the concept of community schools, the amount of money that they are talking about or their



coming out to say they support the concept of community schools, just isn't enough. The recommendations didn't just recommend more employees or more civil servants, they went into a whole new grant structure and they talked about declining enrolment; I think it has some significant implications for declining enrolment and, certainly, the committee you have set up is going to have to look at utilizing the empty classrooms.

One example in my home riding that brought this home to me, was a daycare centre that the city of Windsor is building. It is only three blocks away from an elementary school. That elementary school is half-empty or half-full, whatever way you want to look at it. You talk about saving money, yet the government has sunk thousands of dollars into this brand new daycare centre and there is a school that could have been used for the same purpose.

To say that you support community schools is one thing, but to put your money behind your belief is another thing. I think in the long run, you could really save some money by utilizing school facilities year-round and in the evenings. But if you are going to do that the school boards just won't do it on their own. There has to be money there.

**Hon. Mr. Wells:** I can't speak for every school, but I think there is hardly a school in this province that isn't used in the evenings to its fullest capacity. I think that we have long passed that hurdle. The question is whether it is being used as efficiently for the community as it could be, but I think that the use of school facilities is accepted by pretty nearly every community. There is a great deal of use of school facilities in the summer.

On the matter of alternative uses for schools, where there is declining enrolment and vacant classes, we are 100 per cent in favour of those facilities being used for other purposes. But we think that in order for that to occur properly the school board has to make arrangements—in the case that you are talking about—with the social service department to rent the facilities to them.

**Mr. Cooke:** Then their grants are affected.  
[8:30]

**Hon. Mr. Wells:** We certainly made as many changes as have been drawn to our attention to make the grants equitable to allow for these alternative uses. We have certainly made arrangements in so far as total buildings are concerned and I would be surprised if we haven't corrected grant structures to again make it possible for social service departments to use the schools for

daycare facilities, because some schools are doing that now and I am sure that that's possible. I certainly support that 100 per cent.

But don't forget, it isn't always the fact that I support it and you support it. It may be that the municipality of the great city of Windsor doesn't want to use it. They may want to build their own daycare centres and that becomes a hard hurdle to jump over.

**Mr. Cooke:** But because of the grant structure, it is very difficult for a school board to get involved in a very positive way in community schools. I know because I served on the Windsor Board of Education and we took advantage of some of the grants, but we couldn't get involved in them in the way that would really make a community school work.

**Hon. Mr. Wells:** What kind of grants are you talking about?

**Mr. Cooke:** I think we had two community schools and there were grants available up to \$10,000 to run these particular projects. But when I hear your comments about community schools, I really wonder whether you understand what they're all about, because although schools are being used—the gymnasiums are being used and the pools are being used—the classrooms are not being used adequately; they certainly aren't in the city of Windsor and they haven't been in the other cities I have looked at.

A community school is more than just using the facilities; when you're talking about that, you're talking about the community deciding what the school should be used for. Education uses are one particular use but then there are recreation facilities, there are senior citizens who would like to use the facilities and daycare groups. It is the community, through community councils and community groups, that would decide. We are not going to get into that unless there is a whole different grant structure brought in.

**Hon. Mr. Wells:** I do think I reasonably understand the community school idea. The one thing I've been told, which I firmly believe, is that you don't create community schools just by pumping more money into them. The community school idea can be developed without money and the idea that you've got to have a lot of money and you've got to make alterations and pay more grants doesn't buy you a community school.

**Mr. Cooke:** Not when you have caretakers to pay. When a local board has caretakers to pay, you're talking about money; that's what you are talking about when a school is going to open.

**Hon. Mr. Wells:** Have you read our book, "Open Doors"?

**Mr. Cooke:** Yes.

**Hon. Mr. Wells:** Well, there are a lot of examples in there and they are duplicated many times over in this province.

**Mr. Cooke:** I think if you want a school board to get involved in community schools, there is going to have to be a change and there are a lot of recommendations in that report, but I haven't seen too many implemented.

**Hon. Mr. Wells:** In which report? I'm talking about the kind of things that school boards can do by working with the community and it's not necessarily the school boards which have to develop the community school, it's the community. That is really where it starts.

The grant money, the \$500,000 a year in grants, is there to encourage; it is seed money to get the project started, and then other ways of funding have to be found.

**Mr. Cooke:** What other ways?

**Hon. Mr. Wells:** Through the normal process. There is nothing that necessarily says that the community shouldn't pay for the facilities from time to time; some of them have to make that decision, both parks and recreation department and social services department; there are a variety of mechanisms that can be found.

**Mr. Cooke:** All through the local tax structure.

**Hon. Mr. Wells:** And through our Ministry of Culture and Recreation. That ministry has grants available to municipalities.

**Mr. Cooke:** But it all boils down to a significant increase in local taxation.

**Hon. Mr. Wells:** Not necessarily. In some of the finest community schools that we have operating in our particular area, the cost is very small; the extra cost is just the extra cost of janitors and caretakers and some ancillary people who have to look after the facilities.

**Mr. Van Horne:** Does the ministry plan to continue seed money for community schools during this coming year?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** Where is that found in the budget?

**Hon. Mr. Wells:** That is found in the general legislative grants.

**Mr. Van Horne:** To the same amounts as this past year, or is that difficult to say?

**Hon. Mr. Wells:** Yes, it's about \$500,000.

**Mr. Van Horne:** Roughly the same as it was this past year. Thank you.

Before we leave this general area—I don't want to do this but I feel it must be done—I'll go back to the discussion about core curriculum.

It strikes me that to a degree we are playing games with words. I don't think there is anyone in the room, regardless of party, who would not agree there has to be a basic part to any program, a part or element that you would hope to see presented uniformly across the province. Beyond that, we are all aware of the option situation, particularly evident in secondary schools, but to a degree evident in the elementary panel. I hope we don't get hung up on fumbling with core curriculum, or basic requirements—whatever the various definitions are.

If the Liberal policy appears to be garbled, I would suggest that part of it comes from the availability of a variety of courses. But I think we are in the same frame of mind as both other parties in suggesting that there be a basic core of what should be the basic elements of education. If we can go back to the basics—reading, writing and arithmetic—if we can agree that those are basic parts of education for anyone and for everyone, and that within those three there should be a basic program, then I think we have resolved some of the word games that we have been playing here.

I don't know whether that answers the criticism that was thrown at us within this last 15 or 20 minutes, but I wouldn't want to see us get beyond this. It is very critical, in my mind, that we all have an understanding of what is a core curriculum. If I'm not right, please, Mr. Minister, or Ms. Gigantes, straighten me out. I would like to leave that question with the minister though—if I'm not right, Mr. Wells, would you please straighten me out?

**Hon. Mr. Wells:** You mean that within all subjects there is a core area?

**Mr. Van Horne:** That is right, and beyond that there is a certain core, if you will, or basic number of subject areas, that should be the foundation of anyone's education.

**Hon. Mr. Wells:** Yes, I think that's—

**Mr. Van Horne:** We are on common ground there? Are we on the same common ground with—

**Hon. Mr. Wells:** Don't worry about her.

**Mr. Van Horne:** Education is too important for me to play word games with.

**Hon. Mr. Wells:** That's unfortunately what's happening here.

**Mr. Van Horne:** I had one other question, Mr. Minister, on OECA. We see in the numbers here an increase of \$1 million. I would like to know when this program is reviewed, how often is it reviewed, and how is it reviewed?

**Hon. Mr. Wells:** OECA?

**Mr. Van Horne:** At the bottom of page 51, there's a brief comment there—an explanatory note—about an increase that I would like to pursue for just a moment.

**Hon. Mr. Wells:** The Ontario Education Authority, which of course is TV Ontario, is used by us to develop television material for the elementary and secondary school curriculum. This vote that we see here, which is about \$1 million up this year, is to provide for the development of programs by OECA, to provide for the acquisition of programs by OECA—"updating their inventory." I think they call it—and to provide for the VIT program, which is the video tapes which are available to schools that can't receive the programs directly, and other things connected with the whole area of television programming to supplement the curriculum.

That's what our involvement with OECA is. We are not involved with the general open sector policies of OECA. We are involved with OECA insofar as they can supplement and enrich the school curriculum in this province. Not all of it is done in school hours; some of it is done at other times. But they have some very successful programs they have developed like "Readalong" and others which are very successful and very helpful to the school curriculum.

The involvement has been flat-lined for the last couple of years. This year as we met with OECA and received their budget, we raised the allocation by about \$1 million because they do particularly have an inventory replacement problem in this area—older programs that are now worn out. In order to keep up the number of programs that are needed, we needed additional money for that particular purpose.

**Mr. Van Horne:** The reason I asked the question in part is that this is really before the implementation of any new guidelines. If we see an increase here of \$1 million—any way you work the percentage that certainly exceeds the eight per cent—are we going to be looking at \$1.5 million worth of new guidelines coming in in the next year or so, or \$2 million? I am a little concerned—

**Hon. Mr. Wells:** A \$2 million increase in the OECA?

**Mr. Van Horne:** No, part of what you just said to me is on the rationale tied into presenting curriculum. If curriculum changes are going to happen—and certainly they are—then one would have to assume that aside from increased costs and so forth there would be a tremendous expansion.

**Hon. Mr. Wells:** I don't see any expansion beyond this amount that is here in this budget.

**Mr. Van Horne:** But again, is not part of the reason for OECA existing to assist with curriculum presentation and development?

**Hon. Mr. Wells:** To assist as our people working with them through a liaison committee feel that there is a place where they can assist in the curriculum, yes.

**Mr. Van Horne:** Let me put this another way. If I were working in that area, I would see this new curriculum development as a golden opportunity to feather my bed. I would suggest that a very close eye has to be kept on that because \$1 million this year could be \$2 million in another year or two with curriculum development going the way it is going.

**Hon. Mr. Wells:** I am sure that is possible, but I don't think that the money will be available in our budget for that kind of an increase.

**Mr. Van Horne:** That is part of the reason for our being here—to watch you and make sure that it doesn't occur.

**Hon. Mr. Wells:** That is what I am saying. We had a very difficult job getting the extra \$1 million for OECA this year in our internal budgeting process and it would be very difficult to get any large increases of money.

**Mr. Van Horne:** But if you have a super-salesman in that part of your staff, I would suggest that you and I and others will have to keep an eye on that person or those persons because—

**Hon. Mr. Wells:** I keep an eye on all those.

**Mr. Van Horne:** We'll be right behind you. That to me is a bit of a red flag.

That is all I have to say on that, Mr. Chairman, thank you.

**Mr. Sweeney:** Mr. Chairman, given the rather unusual political kinds of statements that this organization made fairly recently, what kind of input does your ministry have to them as to what is acceptable and what isn't acceptable in terms of program? I gathered you said a minute ago that you don't run the authority, you literally buy services—

**Hon. Mr. Wells:** Far from it. The input between our ministry and the authority is a liaison committee; it is a senior liaison com-



mittee. Really I must say, given all the stories that appeared in the papers, there have been no problems in this area between ourselves and OECA. It is when you go beyond this to the open sector that I have my difficulties with OECA, but not in this area of the curriculum and in-school programming.

[8:45]

**Mr. Sweeney:** Is it correct then that you or your ministry really has no say over how OECA operates outside of the services that you purchase through them?

**Hon. Mr. Wells:** Yes. We don't have any say in the general operation. As members of the government we may offer comments from time to time but, no, our ministry doesn't have any say in the open sector operation of OECA.

**Mr. Sweeney:** Would it be fair then to say that you present them with a package that you want them to present for you?

**Mr. Storey:** Yes, the priorities are established by the curriculum branch. We communicate through the senior liaison committee as to what we would like them to establish as programs over the next period of time, in the next year. There is a good deal of input there.

I might say that the programming is a reflection of our educational priorities in terms of curriculum. I can give you an example. Just today I got a request for one of our members in the branch to serve on an advisory committee relating to the intermediate geography guideline. They are going to do a series of programs to French-language students as one of their priorities to reflect our new guideline.

**Mr. Sweeney:** Do they do the creative work of actually putting a program together based upon material you send them or do your people do the creative work?

**Mr. Storey:** They do it all.

**Mr. Sweeney:** You are literally buying a service from them then, to go back to square one. They supply the human resources and the physical resources.

**Mr. Storey:** We're in an advisory capacity, that's all.

**Mr. Sweeney:** Do you have any kind of veto or check or something like that once the thing is put together as to whether or not it is acceptable to you or do you write a blank cheque?

**Hon. Mr. Wells:** No, we don't veto any of it. We have never had any real occasion to need to do that. The development through the advisory and liaison capacity with our

people has never led us to that avenue in this school area.

**Mr. Sweeney:** Do you also buy services from private stations or CBC, or do you use TV Ontario exclusively?

**Hon. Mr. Wells:** We use TV Ontario exclusively.

**Mr. Sweeney:** For curriculum purposes, I mean.

**Hon. Mr. Wells:** For television curriculum purposes we may buy films from time to time from outside. In other words, if you mean do we contract out, if we have a curriculum plan and we want a television supplementation for it, do we tender it out as we do research; the the answer is no.

**Mr. Sweeney:** What is the present status of TV Ontario, or educational TV maybe is a better term, in northern Ontario? I know it has been sitting on the back burner for a while. Is there any move at all?

**Hon. Mr. Wells:** Perhaps the TV Ontario people could answer that more easily than I can. You are now into the general area.

**Mr. Sweeney:** As I understood it, a couple of years ago you said yourself that as Minister of Education you would wish that there was a vehicle that you could use in northern Ontario, but it simply was not in place. Therefore, you must obviously have some idea when.

**Hon. Mr. Wells:** It is coming into place, yes.

**Mr. Martel:** In April. We knew an election was coming when it was announced.

**Hon. Mr. Wells:** Well, a lot of things have been said.

**Mr. D. Walker:** There was a postponement in November a year ago of the capital plan for extension, both in the north and in the south and that freeze was removed this spring and two new stations are now being built in the north, one in Sudbury and one in Thunder Bay.

**Mr. Sweeney:** What kind of a range will they have?

**Mr. D. Walker:** It varies according to the terrain, but roughly 30 miles from the city centre and amplified by cable pickup in outlying areas.

**Mr. Van Horne:** I would like to go back to the question I asked which is tied into the second last question that Mr. Sweeney just asked. Who actually says from the ministry that was good or that was bad? In other words, how is this assessed or reviewed and how often? In a sense, you are buying a

package. How do you go about it? I can recall questionnaires being sent out to the school, half of which were thrown in the garbage can. How do you get an assessment how well the programs are received? How good is the package that you are buying? Who does that?

**Hon. Mr. Wells:** Do you mean after the package has been developed how do we decide whether it is worthwhile or not and whether it has been effective and so forth?

**Mr. Van Horne:** In other words, what do you do to make sure you are not buying a pig in a poke?

**Mr. D. Walker:** We survey every school in the province at least once a year and the response rate is very high really. No doubt we don't catch every school but the response rate is about 75 per cent. We can tell through that means whether a series is being used or not.

As a matter of fact, in the case "Read-along," which the minister referred to, I believe there are about 7,000 teachers of reading in the province and about 5,000 of those teachers use the "Readalong" series.

**Mr. Sweeney:** In other words, OECA does its own internal evaluation.

**Mr. D. Walker:** We constantly do our own internal evaluation, but if a program does not work in the schools of the province that is a reasonably good objective test. We hear, as the ministry does of course, from teachers directly. Teachers also participate at every level in the development of the program, so there is some reasonable assurance that by the time the programs are actually done they are going to work. Formative research takes place also in the development of the programs. Draft versions of the curriculum materials that we are responsible for are tested with classroom groups and with teaching groups to make sure that the right kind of pedagogic clues are embedded in them and that they will do what they set out to do.

**Mr. Van Horne:** What type of research do you do with the children who are exposed to the program, or their parents? Is there any independent type of survey done there with them?

**Mr. D. Walker:** On occasion independent companies are retained to do work for us. There are two basic kinds of research. One is the formative research, which is in the developmental stages of the programming, which examines the kind of information that students of the particular targeted age level are absorbing and then makes the recom-

mendations for changing the contents so that the right kind of material can be absorbed. Then there is summative research which is concerned with tabulating, if you will, the use of programs throughout the province. If you would like detail on the development of the programming, Mr. Fasan, who is the director of schools programming for us, is in the audience. I am sure he could give you further details.

**Mr. Van Horne:** Thanks very much. I think we will pass on that.

Vote 3002, item 1 carried.

On item 2, special education:

**Mr. Martel:** I think this is one of the areas, the minister will recall, where when we were discussing assistance for children with a second language the other day, there was some concern that the ministry should not get itself directly involved in the programming but that it should be left entirely to the school board. While I am inclined to agree with him, I am afraid in the area of educational facilities for children with learning disabilities I cannot see the minister having any option but getting squarely involved with ensuring or guaranteeing that there are opportunities for those children. And not only ensuring that those facilities are available but ensuring at the same time that there is sufficient personnel trained to detect and to determine what those learning disabilities are.

I am involved at the present time, as the minister knows, in an exchange of communication with him and his colleague, the Minister of Community and Social Services (Mr. Norton), with respect to children with learning disabilities. There's a war going on between both ministries as to who has responsibility for what. If you're over 16, the courts have ruled that ComSoc has to provide the courses.

To provide some type of training for the child with a learning disability usually we ship him off to the United States because we in Canada don't have adequate facilities for many of these kiddies—and at 16 they're not kiddies any longer. But we don't have them for the kids under 16 either, where they're the minister's responsibility.

I have three cases. I could have another half dozen, I guess, because I've suggested to the association in the north that the only way they're going to get a break for their children is if they really start to scream. The kids are getting kicked from pillar to post. I know of one child who has severe learning disabilities who is in a classroom with a ratio of one to 13. We're not only wasting



our money, but we're wasting the child's time in a classroom situation of one to 13. The teacher hasn't the time to give the individual attention, neither does the child have the capacity with which to cope.

The parents have started to scream in the Sudbury area over it. The Sudbury Board of Education is not particularly happy about it. I know that your people are now heavily involved in trying to force—I shouldn't say force—talk the board into providing meaningful facilities. But that isn't going to resolve it. In fact, we're not going to resolve the problem until the Ministry of Education itself decides it's time that we did something for kids with learning disabilities.

You can tell me you've got a curriculum and you can tell me that you've got plans, but beyond that we've really got nothing in the province—or virtually nothing. Oh, there are several places, but so few and far apart—and in particular in northern Ontario, there's just nothing. That great slogan that the ministry and the government of Ontario like to use, equality for all, simply isn't there if you're a child with a learning disability in this province.

This has been going on for a number of years now. I have three children—I don't want to give their names, but I'll just use their first names, Mr. Minister. On one of them in particular, George—and you know his last name, it's on your file—there is now an agreement that if the fourth or fifth assessment or go-round comes up, the mother has said, "Okay, we'll do whatever you want."

I know that ComSoc is trying to get this child classified as mentally retarded and they'll put him into the Jarrett Learning Centre in Sudbury which is a workshop for mentally retarded kids. I've seen these statements by a doctor, a neuropsychologist from St. Mike's, who says the child is not mentally retarded. Your friend, of course, who you slandered lately—I swear, Mr. Minister, you slandered him in your letters—in fact you refused—

**Hon. Mr. Wells:** Who have I slandered?

**Mr. Martel:** You slandered my good friend, Dr. Morgan. In a letter recently you refused to answer any more questions—

**Hon. Mr. Wells:** I don't recall—certainly I didn't intend to slander—

**Mr. Martel:** Well, you have. Let me show you what you say:

"We have found that much of the information generated by the University of Guelph in this and some other cases appears to be somewhat misleading. In addition there does not seem to be a logical relationship between

the recommendations and the diagnostic information in these reports."

Dr. Morgan's rather unhappy with you. When I asked for clarification as to what you meant, you refused to answer in your last letter and said, "I'll do it directly with Guelph." But I've seen Dr. Morgan's report on George, and he too says that George is not mentally retarded. Yet the mother, out of absolute frustration—the boy is 16—has agreed to anything that's found now at the sanatorium in Sudbury.

[9:00]

I know what ComSoc is trying to do. They've told me confidentially that the boy is mentally retarded because he has an IQ of 60 or 65 and I know that IQs can be bogus or can easily be out 15 points at least. But to suggest that this boy should go to a mental institution—and that's what they are going to come up with—bothers me. It bothers me no end. It bothers me that we've allowed this boy to go from age five to 16 before we've got serious.

After I intervened they started to provide a course for him at the high school in Valley East. I know the case well because a friend of mine happens to be teaching the boy—one hour a day special attention. The reports from Morgan say he's not retarded and the reports from St. Mike's say he's not retarded.

The real problem is we have no place for him in the province. We might dilly dally around and put him into a class for slow learners, but that isn't going to resolve his problem. We might say that he's going to get special ed but special ed doesn't provide enough in the form of grants to provide the type of educational opportunity that that boy needs. He needs almost a one to one relationship. If he doesn't get it now, if we're not willing to pay the costs now, we're going to pay for them later on. One of the great fears that the mother has is that one has only to look at kids who are in reform schools and so on.

If you read that book "Those Poor Kids"—I'm not sure if it was put out by that famous group over in Ottawa—it indicates that many of the kids have learning disabilities, low IQs that come from bad socio-economic backgrounds and the whole business. But the prisons are full and that's the mother's concern. We're going to pay the price for this boy and we have not given him an opportunity.

The second boy I also know personally—Steven. Steven is also in a learning institution where he's not going to achieve. I know the teacher because she taught for me at one



time. I know the boy because he plays hockey with my son. Given an opportunity he might make it. He's not going to be any great scholar but he's going to become self-sufficient. He's in a classroom of one to 13, all very slow, all with some learning disability.

The board of education in Sudbury has not moved. They are now moving because the mother is raising Cain.

The ministry continues to dilly dally with this whole problem of learning disabilities. I think if there is an area in which the ministry is really vulnerable it's in this area. I don't think it can boast of equal educational opportunities when it comes to kids with learning disabilities. I think it's been an absolute failure. This is because we don't want to put the money out and because we haven't got the personnel yet to do the testing.

The third case is a young girl by the name of Heather, 15. She too has been kicked from pillar to post; she has been in as many schools as there are years in her short life—and to no avail. There are emotional problems as well.

One has to understand that when you are in the teaching business for a little while—we used to think you just keep shuffling them from grade to grade. I'm afraid I've never accepted that philosophy of just shuffling them off to the next grade. Kids are not that stupid, no matter how many problems they have. They're aware that they're being moved on for some reason they don't have the capacity to grasp. If they never succeed then you can pass them from now on—you can give them an honorary PhD and it wouldn't matter a tinker's damn to them. They realize that they can't cope with anything.

These three kids are just samples. We could bring in the whole series from Dr. Morgan. As I said, I think you offended him. I think you slighted him rather badly in your letter of April 21, to make that suggestion. I hope the minister can clarify what he means in his attack on Dr. Morgan by saying: "In addition, there does not seem to be a logical relationship between the recommendations and the diagnostic information in those reports." I just think that somebody wrote those words for the minister and there's got to be some reason why they were written. I know of no other place, outside of the facility at London, I guess, and St. Mike's, that does any major testing of these type of children. There might be others, but I'm saying I know only those.

**Hon. Mr. Wells:** Sick Children's do all kinds of tests.

**Mr. Martel:** Sick Children's? But certainly there are not enough of them to deal with a very serious problem. I don't know what the statistics are, but I know there's a growing amount of mail coming across my desk and other members' desks pertaining to children with severe learning disabilities, and I say to the minister that he is not really doing much about it. In fact, I think both ministers are sitting back while they resolve who gets what before they'll make an ultimate decision on whether we're going to provide proper educational facilities for kids with learning disabilities.

I'm glad that the Minister of Colleges and Universities (Mr. Parrott) is in attendance. Maybe he'll make sure at the same time that our universities start to turn out people who can do the type of testing that's necessary for these children because, in the final analysis, we're going to pay—and we are paying dearly for some of them—for kids whom we should be able to prevent going the wrong route. I'm not just talking about the wrong route in a criminal sense; I'm talking about total failure in terms of an ability to cope with the outside world and to learn a trade or get enough education to make their way in the world.

I don't think we're training enough people to test them early enough—and I'm talking about starting to find out, down at JK, what's wrong with kids and not letting them become cases like George at age 16 before we're going to try to do something for them. George is frustrated, he's emotionally upset and he's disturbed. Can you blame him? Can you blame Heather at age 15?

Or can you blame Michael? He's the one we've probably got the greatest chance with. He's only 12 yet. But he's in a class where the teacher Mrs. Irving, has to cover grades one to 13, and there's no way that teacher can provide the learning atmosphere for a boy who needs perhaps a one-to-one or one-to-two ratio.

We could send him off to the United States where they have facilities, but the cost is \$8,000 or \$9,000 a year. I don't know of any working class parent, or for that matter any middle-income parent, who can afford to pay \$8,000 or \$9,000 to send a child off to the United States. And why in God's name should we be sending them off to the United States anyway to acquire the type of tools that will allow them to progress?

I might just throw in a fourth case that I was involved with; it was appealed and ComSoc had to send the boy to the States.

The mother won the battle there; she raised all-get-out. In a year's time the boy has gone—it was just written up in three editions of the local press in the last week and a half—from a grade two reading level to about a grade five level. That may not seem too significant, but to a boy of 15 or 16 who went through something like 11 schools and never got beyond the reading level of grade two, to reach a grade five reading level is a major achievement. For that boy, who wrote his first letter home recently, it's very significant.

Why we can't start to develop facilities in this province on a much broader scale than we're doing is beyond me, but I'll pass for the time being until I hear the minister's response.

Hon. Mr. Wells: Mr. Chairman. I don't really think this committee is the place to get into discussing the individual cases in a detailed way.

Mr. Martel: No, I know.

Hon. Mr. Wells: We can do that at other times. But I do want to say that I have the names of people which I'd be glad to discuss with you if you disagree with the assessment of the University of Guelph upon which I base my letters. I would be glad to tell Dr. Morgan about them. I have a great deal of respect for Dr. Morgan, but I have found one thing in this field over the last five or six or seven years, ever since I was in the Ministry of Health. There are conflicting opinions about any given case you or I can draw upon; professionals never seem to agree. That's not a criticism of the professionals, but it just seems with the involvement of psychologists and different people from different areas they come up with different diagnoses, different suggestions and different indications. That's really what we've got into here. Having said that, that doesn't help the individual child and the problem that has to be met is the program for the child.

I understand that the Sudbury Board of Education is making progress towards providing programs. That's what they tell us. The problem in this particular area is always going to be the delivery of the services at the local board level. Here again professionals and people who have an expertise in it are going to develop programs for various children, and you or I may not agree with what they feel is the proper program. In fact, a lot of times the parents don't agree. That is where the problem usually arises. I understand that programs are going

to be provided, even for George, starting in September.

Mr. Martel: Yes, for the mentally retarded. The sanatorium was testing him last week and the mother doesn't know that ComSoc has suggested possibly that the boy is mentally retarded, you see. I've been trying to get this boy sent off the the States. There is an application in to ComSoc now. Peter Crichton tells me that there is some suggestion he is mentally retarded. St. Michael's says no, as well as Dr. Morgan, but they are doing another assessment of him. The mother is so upset about it. Whatever they find, the board has agreed it will pay for it. The mother has also agreed. We finally got both of them to agree.

My fear is that they will send the boy, who shouldn't be there, to an institution community workshop such as Jarrett. It's a fine centre but I think the boy is above that. He has more ability than that. The mother doesn't know. That's the irony, that some people believe he is retarded. I'm sure she would never agree to it, if she thought for a moment he was going there. In fact, that's the one thing she has said repeatedly, and you have some of her correspondence. The one thing she doesn't feel is that the boy is retarded. Neither does anyone else, except ComSoc, based on a verbal IQ of 65, I believe.

Hon. Mr. Wells: What particular diagnosis did Dr. Morgan give?

Mr. Martel: Haven't you got Dr. Morgan's letter?

Hon. Mr. Wells: Yes, I've got it.

Mr. Martel: I have it here. He says no, that categorically the boy shouldn't be put into an institution for the retarded.

Hon. Mr. Wells: Did he diagnose him as a learning disabled?

Mr. Martel: Yes, in fact he wrote you a special letter on December 3 over this boy.

Hon. Mr. Wells: Did he attach a special diagnosis to the case?

Mr. Martel: Yes.

Hon. Mr. Wells: I can't recall.

Mr. Martel: On December 6, 1976, he wrote you a very lengthy letter drawing your attention to this particular case. It's three pages long. He says: "The picture that I have therefore of this boy is one whose needs as a severely handicapped pupil have never been met throughout his school career. Indeed, I would suspect that the correct di-



agnosis was never arrived at. Where it was there and was partly recognized, no provision was made available. I think you can share the shattering disappointment and the concern of the parents in this area who feel that the boy has wasted so much time in the past and is even wasting it at the present.

[9:15]

"Even as late as this it would seem appropriate to make an effort to ensure that he gets additional remedial help. This in turn raises the whole issue of provisions in the province for children with severe learning disabilities, in particular those affecting language."

Those are just two short paragraphs from Morgan's letter to you. But I think they drive the point home well. Here is a boy who, as I said earlier, we failed to diagnose in his first 10 or 12 years of school and ultimately we don't have the program in the language areas that he needs. Thirdly, we don't have enough people to do the diagnosis of these children. And teachers certainly are not being trained to even detect it very early in the game.

My wife now is back teaching, and in January they diagnosed a grade one child in her class. At my suggestion, she asked for the school psychologist to come in. It was June before they got a final diagnosis of this one child. Six months! That's half a year wasted. If we could have done a proper assessment, we might have been able in the last six months to put that child on a program that would have been beneficial. Now she will repeat the grade. For her, it was ultimately a wasted year. It took six months to do a diagnosis; I am not sure how accurate it is, because I am not sure how good the facilities are in Sudbury yet, but that was in the separate school system. The other three children I mentioned are in the public school system.

I am not sure how much effort the ministry is making in developing a program. As I suggested the other day, the ministry might withhold funds, if need be, to guarantee that there are programs such as these. These are the most desperate kids in schools. They are not the average or above-average children, who are going to cope. These are the kids who will never cope if we don't help them now.

Maybe the minister doesn't like to put himself four-square on the line but, when it comes to kids with learning disabilities, I don't think we can afford to sit around and let happen what has happened in the Sudbury area, even though I know how much

money you gave the Sudbury Board of Education last year. You gave them more than \$200,000 over the year before and they don't have a very solid program. They are up to almost \$1 million in grants through special education, but it just isn't adequate.

I just don't think we can sit here forever and say that the boards won't accept it. You have a responsibility as the minister to ensure that those children are getting the tools with which they can carry on in the real world. I realize this is a new field. The first time I even heard about it, I had been teaching for four or five years when we started even to talk about learning disabilities, severe learning disabilities and what not.

We really haven't gone that much further in this particular field in the 10 years I have been in the Legislature. It seems to me that it deserves great emphasis because these are the kids who, if we don't help them, we are going to pay for during the next 50 years. They will not be able to find employment, they will be out of work or they will be on our welfare rolls—the whole business. You cannot have kids as total failures for the first 10 or 12 years of their growing lives and expect them to be booming successes in the real world once they have left the confines of the school.

You are just not telling me much that is very encouraging, Mr. Minister. I don't want to talk about these three cases per se. I am just using them as examples of what happens to kids. One we still have a chance with; he's about 12 years old. But, with great reluctance, the board is moving in that direction, and I must say it is through the efforts of your representative up there, Carl Butcher, who is pushing them very hard; he has met many times with the board to try to move them.

I think it is a province-wide problem, Mr. Minister, and that's the concern I want to express tonight. I don't think it's fair to wave the finger at a board, whether it be the Sudbury Board of Education or the Sudbury Separate School Board. Kids with learning disabilities are getting short-changed right across the province. I'm sure there are others who are going to speak after me on this same subject.

I hope that it comes through loud and clear, Mr. Minister, that you can't sit back any more and just hope that the boards out there will do something about it. I think you're going to have to take the bull by the horns in this one and do three things: You are going to have to talk to the Minister of Colleges and Universities to make sure that some universities are offering sufficient num-



bers of courses in this particular field if we're ever going to train the teachers to detect it quickly and the people to do the diagnosis of the problem.

You are also going to have to provide the facilities either by several special schools in the province—which I'm not particularly keyed up about but in some cases I think it is almost going to be necessary because some of the kids are emotionally disturbed as well as having a learning disability—or by integrating them into the school system itself.

Thirdly, you are going to have to use as much funds as necessary to give these kids the same opportunity to succeed as the other kids who don't have these sorts of disabilities. They are simply a group who need it the most, Mr. Minister.

I think you've got to settle the score with ComSoc to determine who is going to get them—certainly, in my opinion, it is the responsibility of the Minister of Education; it has nothing to do with ComSoc—and start to use the big stick before Management Board to get the funds necessary to provide the facilities, because we're just not providing for these kids.

Mr. Sweeney: Mr. Chairman—

Mr. Martel: Is there nothing from the minister?

Hon. Mr. Wells: I thought we were going to have a general discussion first.

Mr. Sweeney: Actually anything I want to say would reinforce what has already been very well stated.

Mr. Minister, part of the problem—and I think Mr. Martel really zeroed in on it—are these kids with severe learning disabilities. I think that is the distinction both of us would try to make. I, for one, know there are many school boards in the province which are doing fairly good jobs with kids who have minimal learning disabilities.

There are many boards in the province which have good special education facilities and good special education teachers. However, there are even boards in the province which are going on record—in writing; not just verbally—and saying they cannot handle the kids who have severe learning disabilities. The Waterloo County Board of Education, which is in my area, has said it very clearly; it was one of their senior administrative officials. One of the senior administrative officials at one of the Metro boards has said it in writing as well, that they simply can't handle this situation. I think that is the point I would like to reinforce.

The difficulty at the present time is that the Ministry of Community and Social Serv-

ices is dealing with these kids. In addition to what has already been said, I was in recent discussion with the director of that particular branch; he pointed out to me that since the famous Supreme Court case of May, 1975, if my memory serves me right, they now have 30 kids between the ages of 11 and 15—they are all under 16 and surely come under the jurisdiction of your ministry, not that ministry—who are receiving education outside of Ontario. To the best of my knowledge, I think every one of them is going to some school in the United States; I don't think there's any other place in Canada just as there is no place in Ontario for kids like this to go.

One of the difficulties we are running into, Mr. Minister, is that that ministry—and I would have to concur—quite legitimately believes that this is not its area of responsibility. They have been ordered by the court to assist these kids, but they are doing everything under the sun to avoid helping these kids. One of my colleagues in this Legislature who is a lawyer has worked with five groups of parents to threaten to take the Ministry of Community and Social Services to court, the rehabilitation branch, so that it will do something. In four out of the five cases the branch has backed down and agreed to do something, and the other one is still up in the air.

The problem we keep coming back to time and time again, is that I certainly believe and many of the parents out there who have kids in this situation believe that it is a responsibility of this ministry, not Community and Social Services at all. How in the wildest stretch of the imagination can we accept the fact that kids who are 11 or 12 or 13 years old are a rehabilitation problem? I should take that back. In fact, they are partially a rehabilitation problem, because what they got up to that point has created so many problems that some of them do have to go through a period of rehabilitation, psychological rehabilitation and emotional rehabilitation. That's their kind of rehabilitation problem. But that's not what the Ministry of Community and Social Services rehabilitation branch was set up for. It doesn't know how to handle it, it doesn't know how to deal with these kids and it doesn't even know what to do with them. That's one of the big problems we are having right now.

The other point that we are running into is that in order even to go that route we are running into very great costs. I have here one case of one child who at the present time after three years at a school in the United States has cost the mother \$18,224 of her own money. That's despite the fact that the

Ministry of Community and Social Services has put something like \$6,000 or \$7,000 a year into this boy's education. But the real cost is \$18,224 above that. The mother got this money because she sold her home and moved the family into an apartment. There are very few families in this province who would do that.

There happens to be another boy in this same family who when he was in grade nine was told by the local board that he would have to go to one of these two-year vocational schools as there was no way he would ever be capable of doing anything else. This boy happened to just turn 16 when the mother decided to do something about it. He also was sent to one of the American schools through the rehab program. This coming September that boy will be entering the school of engineering at the University of Waterloo. If the mother didn't have the drive, the determination and persistence, I don't know where that boy would be today. But, as sure as blazes, he would not be entering an engineering program at the University of Waterloo.

The second boy is the same thing. One of the reasons this program is so costly for this boy is that in addition to the academic up-grading he has had to have three years of psychotherapy, because of the emotional, psychological damage that was done to this kid. He is coming out of it. This year he will be coming home too.

I don't know about the other members of this House, but in our particular caucus we had four or five delegations of parents in to see us about this particular problem. They don't know what they are going to do. These parents who know that their kids aren't retarded; they know that their kids are capable of learning, but their local school board simply is not able to deal with it. Let's come back again. We are talking about kids who have severe learning disabilities—not minimal, not even moderate, but severe.

I was just going back over Hansard. I have my notes here from November, 1975, when we talked about this. We still don't have in this province any facilities, any staff or any centre to deal with these kids. I am talking about severe cases, I am not talking about moderate ones. If we want to train teachers from any of our boards to deal with these kids, again we send them to American schools. There is no place in Ontario to send them. Don't tell me about the six-week summer course. The six-week summer course in no way prepares a teacher to deal with these kids. It helps the teacher to deal with a special education class or an opportunity

class or some of those kinds of things, but not with these severe ones.

[9:30]

**Hon. Mr. Wells:** Can I just interrupt you to say that we have sent people to Gow? Except for the fact that it is a residential school and has a very low PTR, there are teachers in Ontario who can handle anything that is taught at those schools.

**Mr. Sweeney:** But they are not doing it.

**Hon. Mr. Wells:** Well, you are asking me. I just don't want to create this idea that there is some mystical program at these private schools in the United States. The kind of teachers and the techniques they are using can easily be duplicated here, except for maybe the PTR and the residential component.

**Mr. Sweeney:** We have a school right here in the city of Toronto, the Toronto Learning Centre, a private school that has been set up. I am sure that you have heard of it. There are flocks of kids going in there from some of the much better borough boards around Metro, very good boards, but the annual fee for a day student there is \$6,000.

I have talked to the kids, I have talked to their parents and I have talked to the teachers. The kids were getting nowhere in the school where they were and even the administration staff and the teachers of that school said were not getting anywhere with them. They go in here and within six months to a year they are okay. Something is happening.

To the best of my knowledge, that is the only facility we have in Ontario that can help some of these kids, but it is completely out of the reach of the majority of the parents to deal with it. I don't know myself whether a residential school in Ontario, a good one with a top-notch staff, is the answer. I think temporarily it has to be. We have a backlog of kids with severe learning disabilities who are only going to be helped this way. Inasmuch as we recognize that when kids have severe hearing disabilities or severe sight disabilities or things like that—we have some special schools in this province to deal with them—

**Mr. Martel:** All three of them are in southern Ontario.

**Mr. Sweeney:** —I think we have reached the point here where we need a school for children with learning disabilities.

The other part of the answer surely is the whole early identification process and what we do there. Maybe that is the answer for the young ones who are coming up, the junior kindergarten and the kindergarten kids.



I know some boards are getting started there. But we do have a backlog of kids who are now 12, 13, 14, 15 and 16 who did not get that kind of help. They are there now. To repeat a phrase that one of my colleagues used, they are literally being thrown on the human scrap heap. That is what is happening.

I would have to say that, number one, that whole program has to come out of the Ministry of Community and Social Services and has to become a Ministry of Education program. It has got to be funded through Education.

Secondly, we have to set up in this province and under your jurisdiction two or three top-notch centres. This problem is not getting less. It seems that every year there are more kids in this particular area. Maybe it is just because we are getting better at identifying them. Maybe these were the kids that were always thought to be stupid and they were channelled off into something else because nobody knew what to do with them. But we are spotting them.

The third thing we have to do, and I would certainly endorse Mr. Martel's comment, is that we have got to have within our universities training programs for these teachers. Maybe for the first couple of years they have to go down to the American schools until we build up our own staff of people.

There's a crying need for this. We have demonstrated over and over and over again that if you get these kids with the right program and the right teachers, they can be salvaged. I think maybe that is why I and others who have spoken to you about this feel so strongly about it, because we know from first-hand experience that these kids who were on the way to being lost, through somebody's persistence were picked up and saved, and they wouldn't have been otherwise.

The statistics as to people in our psychiatric hospitals and people in our delinquency centres and our jails who are also classified as learning disabled, are just too high not to show a very strong correlation. We are paying the price in another way.

I don't know how else to say it to you. We have said it before. Something's got to be done. You have the parents come to you. I am not telling you anything new. They have come to you as well as to us. They told us they came to you first or to one of your senior officials first. What they are getting from you and what I got from you in 1975, though you have not said it yet this year, is "Everything is fine. We are doing our job. We are spending millions and millions and millions of dollars in special edu-

cation. Therefore, how can we possibly not be getting the results since we are spending so much money on it?" Well, we aren't.

**Hon. Mr. Wells:** We are spending the money.

**Mr. Sweeney:** Yes, I'll agree with you there. Whether it's being spent in the right places and in the right way to do the right things, I don't know. I really don't know that. But we aren't doing the job. If there's one area of your whole ministry where I sincerely believe that you're open to criticism, it's the way in which these kids are handled. I'm certainly not suggesting it's conscious or deliberate. It just isn't being done, that's all. And it's serious.

**Mr. Philip:** It seems to me with my experience with the problem that the parents who are coming, who have gone through the whole process of fighting to get the funds to send their children to the American schools or to the appropriate schools, are parents who are pretty sophisticated. I wonder how many people out there really have the level of sophistication of the parents I've worked with to try and get the kinds of funds—the \$6,000 a year or whatever, and to pay it out of their own pocket for several years before they collect.

The other thing that is happening with ComSoc is that you're developing a whole series of experts, or, if you want, the adversaries, who have learned all the buzz words; they can go through an appeal and use the correct terminology in order to try and win an appeal. You've also developed a series of people who are prepared to go into an adversary system and actually have their personal credentials questioned—the fact that they have a D Ed rather than a Ph D and what that happens to mean in terms of being a qualified psychologist or that kind of innuendo which goes on in some of these hearings or in some of the written reports of the appeals. I really question if we're simply developing a very elaborate game where sophisticated parents with sophisticated psychologists, who know the right words, can go and get the funds and those who have less sophistication but don't have access to these experts just go without. That's the kind of system that we've developed. I just really don't see where it belongs in ComSoc at all.

**Mr. Van Horne:** Mr. Chairman, could I follow along on this?

**Mr. Chairman:** Yes.

**Mr. Van Horne:** I would like to pick up a couple of the comments made by all three



of the previous speakers. I think part of the problem comes through a lack of understanding at the trustee level and at the administrative level. I got involved in this particular area a couple of years ago and I know that there was a selling job that had to be done to implement some programs, and I was never really sure that the trustees fully understood the program.

I'm not really sure that we got the message through to the people locally in the colleges of education that there should be more done in properly training teachers coming into the field. I do know that I spent some time talking with Dr. Bergman, and others working in his department, trying to set up a program. There was help offered to me in terms of general direction and statistics, et cetera—what the incidence tables are for learning disabilities. They used to be called perceptually handicapped youngsters, then the term switched around a little bit.

All the way through the exercise I became more and more convinced that very few people really knew what was going on in definition or direction; and, ultimately, I think if you have to do it alone you try and do the best you can. In my community, we were lucky. We had the resource people at CPRI and Madame Vanier and the resources of the other two school boards, which were struggling as we were. But I wasn't sure all the way through this exercise that the ministry was really being as supportive as it could be. This may be an unfair criticism, but that is how I felt as I went through it. I got help at certain times, but certainly I would have to suggest that there is a very big obligation or duty on the part of the ministry to provide more direction in the field of teacher training in liaison with school boards.

It is easy to say, "This is your problem. You look after it." But in some instances, where areas really don't know what is going on, you cannot just leave it that way. I am sure you hire people and leave the hiring to local autonomy but I do feel that something has been lost in this line of direction where local autonomy is picked up from the direction of the ministry, or from what the ministry is not doing, in fact.

I think part of it has to go back to the teacher training program. The ministry did attempt, through supporting this Windsor early identification project, to do some thing and this certainly was presented to the people in my community. But at the same time as this document was being presented—and we could see the need for a combined community effort in working with

early identification—part of the ancillary service that we have been fortunate enough to have started to decrease. The Ministry of Health became involved because the school nurse became less evident within the system. So there was one resource that we had helping us in the early identification process, but which wasn't quite as available.

It is not a total condemnation but it was an indication of the shifting of priorities. Certainly, if early identification is a key to the special education program in total, I do think that we have to go back to the teacher training process and beyond that, if we are going to encourage school boards to expand on programs or to try to accommodate these children. I don't think any of us are suggesting through our criticism that we continue to send these children away from our communities so surely there must be some way of encouraging the training of teachers beyond this present special-education training program that we now have in the summer. To me that program is not adequate. And I see that it is inadequate when I have people coming to me, or had them coming to me, asking for curriculum development programs in special education—workshops in special education. When I see them flocking to the canned programs that come to us from the States and from elsewhere—they fly in and stay at the Holiday Inn for a day; teachers lining up almost by the dozen to ask permission to go to that kind of a program—I have to think that we are falling short of the mark in training new teachers, and retraining or assisting teachers who fall into the field of special education by virtue of their interest, after they have their basic teaching certificate.

**Mr. Chairman:** Mr. Minister, do you care to reply?

**Hon. Mr. Wells:** Mr. Chairman, I think we have had a very good discussion on this matter. It is certainly a matter that we are all keenly—

**Mr. Kerrio:** Were you going to wind up these remarks?

**Mr. Chairman:** No.

**Hon. Mr. Wells:** No, go ahead.

**Mr. Kerrio:** If I may. I was waiting because mine is just a step beyond what we were discussing here. One of the regrets that I had when the Legislature came down was the fact that one of our members had a bill prepared and he was drawn quite high in dealing with this very issue. I think one of your members was dealing with the issue as well. But in this case it was a

member who was high in the draw and it would have been debated on the floor, so I am very disappointed because of that fact.

But I wanted to go a step beyond what we are dealing with here because it is somewhat related in a youth-care centre that we discussed for Niagara. And I only want to bring that in because in the item on special education we have an area of responsibility here to "provide chairmanship for the Council for Troubled Children and Youth." I just wanted to see if there's a relationship here that might be worth mentioning. I was very pleased to see five ministries brought together under one heading under the secretariat of the hon. Margaret Birch so that we could discuss interministerial relationships such as we have here.

[9:45]

In the Niagara Centre for Youth Care, which is dealing now with troubled youth, I am very sorry to say that the secretariat, which is supposed to provide an umbrella over the various ministries, did not perform the function that it was set up to do. That is, while this youth centre is very badly needed—and could be extended if such was the desire of the minister to look after children with learning disabilities—the fact is that the then Minister of Health, who has had this responsibility transferred to Com-Soc under the hon. Keith Norton, suggested that they didn't have the money in that ministry.

The very fact that another ministry, Culture and Recreation, saw fit to increase the Arts Council grant by \$1.5 million under the same broad scope of the secretariat, came as quite a surprise to me. That was some 15.9 per cent increase, and certainly I am not against the arts. It would bring a relationship here that would suggest that we are lacking in priorities.

We can't criticize the government and at the same time ask it to provide for a facility or a service which is going to add so much to the cost in taxes that the minister can't justify it—maybe not looking at the relationship—I'm talking about moneys that are there. There are no real priorities interministerially to provide the kind of services that we need in some of these areas. I'm suggesting that in our specific area the Niagara Centre for Youth Care is very closely related to one of the things that we are discussing here today that is so very significant and important.

I would ask you, Mr. Minister, if there is a relationship between dealing with troubled youth and children with learning disabilities? Isn't there some way that the Council for

Troubled Children and Youth, and those people concerned about what we have discussed here, would bring it closer to one central area of discussion, so that we can get some priorities and get moneys reallocated or channelled into these worthwhile areas?

**Hon. Mr. Wells:** I really think, Mr. Chairman, that the matter the member has brought up is one for the Ministry of Community and Social Services, as it has to do with the new children's services branch.

**Mr. Kerrio:** I was only looking at this area here, where we are talking about providing chairmanship for the Council for Troubled Children and Youth, under this special education branch.

**Hon. Mr. Wells:** Yes, that branch is for the salary and the facilities for that council. You are talking about some way of providing assistance for that facility in the Niagara Peninsula.

**Mr. Kerrio:** As it relates to children with learning disabilities.

**Hon. Mr. Wells:** It will relate directly to the new children's services branch in Com-Soc.

**Mr. Kerrio:** I think these are the same children, just a step beyond.

**Hon. Mr. Wells:** If I could just explain now. As I said a few minutes ago, I think this has been a good discussion and we are all concerned about children with particular problems in the whole broad area of special education. We have talked specifically about children with learning disabilities. That represents about 18,000 out of about 235,000 children who are provided with a whole variety of special education programs in the school system.

**Mr. Foulds:** How many thousand?

**Hon. Mr. Wells:** About 18,000 is an estimate we have, of a total of about 235,000—roughly what we feel are being provided some form of special education in the school system. The question is to find the proper program for these children, whatever their problem may be. That 235,000 includes the trainable retarded, and the educable retarded and a whole variety of special education problems—learning disabled—from very serious to very mild.

Let me deal first with the area you mentioned about that bill for mandatory legislation. That could be a partial solution, although that doesn't provide any programs. All it does is say to boards "You have to provide," instead of saying, as we do now, "You may provide" or "You should provide." It doesn't guarantee that the programs will be there.



That is the problem they ran into in the United States where these bills have been passed. They pass the bill, but the boards still can't provide the services. They just say, "We're sorry, we can't provide it." So what are you going to do? You end up sometimes with court battles and so forth, but that doesn't help the kids that much.

Our thrust here is to try and find the programs that will best help the various children and young people in the school system. We are taking a variety of approaches.

Let's look at the children with learning disabilities first. We have been working with the association. We have presented the association with a paper. We all agree that the ComSoc arrangement is not a necessary one—that is, parents and school boards and everyone. Everybody says that is not where they belong. We all agree. The only thing is, nobody wants to have that program cut out until there is something to take its place.

So we have to be very careful. We can all say, "Yes, we agree. Cut it out today. Money should not be paid to the American schools." We have taken this position, but until we can adequately provide for them, now we are into that program, we have got to phase it out in a way that makes provision for those young people in the system here.

You have to remember that ComSoc did not intentionally get into that. ComSoc got into that program because of a judicial interpretation of the law: They didn't get into it—it doesn't belong there. It wasn't intended to be in that particular vocational rehabilitation area, but because of an interpretation of the writing of that Act, they are into it. We now have to live with that until we can find the alternative.

We have been working with the association. We have developed a paper called "The Education of Students with Learning Disabilities: Ministry and Board Expectations." We have distributed it to the association. They have had a chance to look at it. We have got some responses back.

It's amazing, but we are still talking over the whole matter of defining what are learning disabilities. Our definition, which we have put down here, I gather is not completely acceptable to them at the minute. This fall at their convention they hope they will be able to define learning disabilities. They don't think that our definition is quite accurate and they are going to come forward with their definition of it. That shows that even in this area we don't have a commonly agreed-upon definition of what is a learning disability, which could present a problem. Anyway, that process is going on now.

The other matter that we have to look at is that most of these schools in the United States are residential schools. In working with school boards and helping to provide for these young people, we have to assess how much of the help comes from the residential component and how much from the school program. Then we have to decide whether the school boards of this province or the Ministry of Education should be in the process of operating, at taxpayer's expense, any more residential schools. The thrust generally has been the opposite way. We are operating schools for the blind and the deaf now, but generally we don't operate residential schools. Somebody else operates the schools; the school boards deliver the program.

You talked about the Niagara centre and all the various homes for the emotionally disturbed, the treatment centres and so forth. Local school boards deliver educational programs in those facilities or the kids come out and go to the local schools. We have made funding arrangements that provide for that kind of arrangement. If an emotionally disturbed child needs to be in Browndale or Youthdale or wherever, they go to that facility. But in a lot of cases the schooling is carried on by the local school board, either by going in and probably putting a teacher in or by those kids coming out. That has been the thrust as far as education is concerned. We provide the educational component, somebody else provides the treatment, the residential component and so forth. Maybe that's the route that should be followed as these facilities all come under the new children's services branch.

What I'm really saying is we're working with the association and the school boards to try to develop the ways by which we can best handle these learning disabled kids. I don't have the answers at the minute because we're also working in a whole lot of other areas. We're hoping to remove that section that allows the school boards to exclude retarded kids, the admissions boards, so that there will obviously be a thrust here with school boards providing more facilities in the area of the retarded. There are a whole lot of other areas that have to be met also, and they will all be approached.

I think the main thing that's come out here has been that two courses of action have to be taken and we're moving in those areas. One is that teachers have to be better prepared in the whole special education area. Your suggestion of increased programs is a good one and we'll have to look at that. At the present time the summer courses are the



areas where we're putting a fair emphasis. There are 1,800 teachers registered this summer to take the special education summer courses. We've also got a program in place at the OTECs, a program during their pre-service training, to help in this area, particularly in identification. As far as universities are concerned, York University is doing a good job in this particular area. I can't tell you what the other universities are doing at the moment.

There is another area where we have to put a lot of emphasis and we are. You'll notice that there was even a section in that report on the evaluation by the work group of early identification. They mentioned that there should be increased emphasis on early identification. The Windsor project, on which you had the report, has resulted in the development of an implementation plan for other boards. There is a kit available. There are films to help kindergarten teachers.

Local boards are being asked to implement this program, which is now being used, I understand, in all the Windsor Board of Education schools. Perhaps my friend from Windsor would be able to tell us a little bit about it first hand. But it's now being used in a number of other schools in Essex county, Fort Frances, Atikokan, Mine Central, North Shore, Sault Ste. Marie—it has done well in the north—Hornepayne, Espanola, Renfrew, Carleton, Lambton, Dufferin, East York, Muskoka, Timiskaming and Parry Sound. These are some of the areas that it was used in or in which it is being used in 1977.

The results are being studied of the kindergarten teachers' assessment through the program, the kind of assessment that they do on the young people coming into schools. The results that we had in September, 1976, are being studied. They're being looked at to see what patterns have developed.

It looks as if there has been identification of low performers—and also, incidentally, of high performers who perhaps could benefit from enrichment. Those two ends of the spectrum have been met in this project. The next step is taking the results of the implementation of the project in certain schools to see what can be done with the people who are identified—that's the next part of the process—and to be sure there are programs that can be used for the kids who are identified as having some particular problem.

To sum it up, what I would say is that early identification is something which we believe has to be developed more fully. We are working in this area. The training of teachers in this area, particularly in-service

training, is another thing that must be further developed, although we do have programs going in that area now. Then in the learning disabled area we have to move to the particular programs in this area. I think we're going to do that by working with the association as we have begun to do. Our special education branch has begun that work. Perhaps Dr. Bergman, who heads up the branch, can tell us some of the further steps that are developing in that area, particularly in the area of the learning disabled. [10:00]

**Dr. Bergman:** In some of the severe cases of learning disabilities that Mr. Martel was referring to, you need a very good special education program for these youngsters; however, what is also needed in the severe instances is care, treatment and residence in order to give them a full 24-hour-a-day, consistent kind of program. It is our endeavour, with the new division of ComSoc, to work very closely in developing within the province a full program of that nature for the severe problems.

**Mr. Martel:** Don't split it up. Keep it in one place. If you split it up it becomes a football as you try to convince one sector to look after it and you get tossed back and forth between ministries and ministers. One thing we don't want to do is have that happening. They just get buffeted around. You should handle the whole thing.

**Hon. Mr. Wells:** Wait a minute. I am not sure that you understand what we are saying about the children's services branch. The result of that report was that all residential facilities should be put in that area. The recommendations have even been made that the residential parts of our schools for the blind and deaf should be under that ministry, not our ministry, and that boards of education or we should provide the educational programs in there. That was the thrust of this report, rather than to have a whole decentralized group of youth residences under a whole variety of ministries. Are you suggesting that we should get into the residential school facility in this area?

**Mr. Martel:** I suggested in my opening comments that one of the things we would have to look at would be whether or not we put them in residence for a while to treat the emotional problems. I am saying it just further compounds the problem when you get two or three ministries involved. All of us in here are aware that the more ministries that are involved in dealing with a problem, the more difficult it becomes to sort out the problem. The timing never seems to work out

accurately from the several ministries. While you have got a deadline to meet in ministry A, ministry B is not prepared to go that route yet. It just takes a lot longer to sort it out. That is why I have a great hesitancy to see other ministries become involved.

I understand the announcement of the Minister of Community and Social Services but I just have a growing concern, when more than one ministry gets involved, that the problem of sorting out becomes more complex as more ministries are involved. All it takes is a letter to get lost somewhere—well, you have all seen it, as I have, and that is what worries me.

**Mr. Chairman:** Mr. Van Horne?

**Mr. Martel:** No, I think Dr. Bergman was going to continue. I just interjected. I would like him, with the chairman's indulgence, to go on with outlining what their intentions are.

**Dr. Bergman:** I would indicate very briefly that as far as the Ministry of Education is concerned, we feel that the educational program for children with learning disabilities is the responsibility of the school boards in Ontario. It is our intention to provide them with guidelines and to continue to work in the teacher education area to provide them with the resources they require to do that job adequately.

**Mr. Sweeney:** Can I get some clarification again? You did say that you can see in the near future—now I am putting words in your mouth—

**Dr. Bergman:** Go ahead.

**Mr. Sweeney:** How can I put it to elicit the response I want?

I did hear you say there is a good chance that there will be some kind of a residential facility in Ontario, like the American ones, for those kids whose disability is severe enough that in addition to an academic program, they also need some kind of therapy. Or didn't I hear that?

**Dr. Bergman:** I think I was clearly indicating that education is this ministry's responsibility if we are unable as school boards in Ontario to operate residential schools. It is for that reason that we would need to get involved with another ministry of government to give a total program.

**Mr. Sweeney:** One of the things I'm concerned about—and, Mr. Minister, you touched on it yourself—was that the present ComSoc branch is the only one doing anything at this time. I certainly agree with you that we don't want to get rid of that until we have something else in its place. The other

factor is that since they don't want to be there, since they don't feel they should be there, there is a constant resistance to doing any of these things. That is why we are arguing it should be out of there.

**Mr. Martel:** You have missed the point. ComSoc in its announcement—I guess it's under Judge Thomson—said that it is going to handle that whole new bag—if I can use the term that Eddie would use—or ball of wax. It is going to bring all children's services—homes for the emotionally disturbed and so on—under the one branch.

**Mr. Sweeney:** That was the next point I was going to try to come at. What is being done now by one ministry and not by another, and where are we going to fall down the middle some place?

**Hon. Mr. Wells:** I beg your pardon, I'm sorry.

**Mr. Sweeney:** I said my concern was what the Ministry of Community and Social Services is doing now what the Ministry of Education isn't doing now—at least, according to me—and where we are going to end up somewhere in the middle between the two of them. That is what I am trying to clarify. This new branch of ComSoc, this children's services branch, is supposed to cover everything, I understand, except education in the regular school system. Right or wrong?

**Hon. Mr. Wells:** It's not supposed to cover special education; that's right.

**Mr. Sweeney:** Anything that is carried on by a funded school system will continue to be carried on by the school system; anything else that has to do with kids will be handled by this new branch. Is that the intention?

**Hon. Mr. Wells:** I think that is close to it, yes.

**Dr. Bergman:** Apart from education.

**Mr. Sweeney:** So what you are saying is that because these kids need more than just the academic upgrading, that aspect of it would then come under this new branch.

**Mr. Martel:** Five years from now.

**Mr. Sweeney:** I share Mr. Martel's concern.

**Hon. Mr. Wells:** There have been no decisions made at this point. I was going to say that when you talk about the American schools, there is a difference, of course: the American schools are all private schools and as such they obviously exist because the public school system in those areas doesn't provide the facilities in those areas of the United States either, which is an interesting commentary.



**Mr. Sweeney:** Except they have got them and we haven't.

**Hon. Mr. Wells:** But I see there are 43 students placed in facilities in Ontario and 47 in the United States, so there are a number placed here. There are some at the Toronto Learning Centre, as you said; there are 18 placed in STEPS Toronto.

**Mr. Sweeney:** STEPS Toronto is the one they are closing, unfortunately, because it isn't being funded.

**Hon. Mr. Wells:** St. Barnabas, Annex Village, Toronto Achievement Centre, Midhurst Cottage at Midhurst, Reinex Educational Centre, Meisterschaft, Craig Reading Clinic, READ Toronto, University of Guelph Learning Centre all of those have—

**Mr. Sweeney:** That's another one that's being starved for funds, the last one you mentioned.

**Hon. Mr. Wells:** Yes, but these are placements that ComSoc is paying for in those centres. All I am saying is that these schools in the United States are private schools; they are not part of any state or local school system. I understand that in some cases schools there do buy the facilities for the students, much the same as we are doing here, but not in all cases.

**Mr. Chairman:** Mr. Van Horne?

**Mr. Van Horne:** A question to Dr. Bergman: The ministry had incidence tables for the varying exceptionalities; if you were to apply those incidence tables to the total population in the province, how far short of the mark do we fall provincially in providing education for those various exceptionalities? Are we hitting half of them or two-thirds of them?

**Dr. Bergman:** It's somewhat dangerous to speak of incidence because we do not have Ontario-based research that would indicate any number of students per disability area that is an expected ratio.

**Mr. Van Horne:** But you used to have, did you not?

**Dr. Bergman:** Any figures of that sort we really draw from the American scene, where these have been developed. In Ontario currently we are providing a form of special education program for approximately 13 per cent of the pupil population and, that's on the surface pretty good.

**Mr. Van Horne:** But it doesn't answer my question. If you are hitting 13 per cent of what should be 26 per cent, we are only getting to half of them.

**Dr. Bergman:** Generally it is thought that 10 per cent of the pupil population would

benefit from a form of special placement. We currently in Ontario have 13 per cent in special ed programs.

**Mr. Cooke:** We seem to be talking in terms of residential service for these kids. What about the kids who, with the proper backup services in their own home, would still need special education and would still need social work help and maybe some help from psychologists, while the program would still be in their own community? Where are we going with that program?

I know in Windsor in the program for the deaf when the children have to go into London, it can be very devastating for a kid to go away at a very young age into another community. We seem to be talking the same way for more students when we should be talking in terms of community-based programs in their own community. We went the other way a few years ago and now we are going back and talking about a different program for emotionally disturbed kids and children with learning disabilities.

**Hon. Mr. Wells:** That's a very valid point and that's why I really hesitate even to suggest that we start talking about residential schools. I just don't think that we should. In the small number of cases where residential facilities are needed somebody else should provide them. We shall discourage the use of residential facilities except where absolutely necessary. They should be community-based programs.

**Dr. Bergman:** The three provincial institutions for the deaf that we do have currently are referred to as regional resource centres and work with the boards to facilitate that sort of integration.

**Mr. Cooke:** It is pretty difficult though. I know we tried to get that type of program going in Windsor—a community-based program for the deaf. Because of problems of the funding, it just was impossible to do. So they still are bused to London every week.

**Mr. Foulds:** I apologize for not being here at the beginning of the discussion on this item because I have this overwhelming sense that if in any area of education in this province we have failed, it is in the area of special education. I don't want to lay any blame at any particular doorstep but it is a problem that has come rather vividly to our attention in the last four to five years.

What I find most discouraging about the part of the discussion that I have heard is the sense that we really do not yet know what we are going to do about it and where we are going. We talk about split jurisdiction. We talk about education being the responsibility



of the Ministry of Education and the other things being the responsibility of ComSoc and of perhaps working out a system with the new children's services branch. We know that the children's services branch is not going to be in effect until 1981 at the earliest, and that gives me a very, very strong sense of anger and anguish. It is the only way I can put it.

When I was speaking to a group of parents in Sudbury last spring, I talked about my own private member's bill and about Mr. Stong's private member's bill. I told them that the chance of it passing was very slim, we had the lottery system and it might have to wait to come up. They said: "How long do you expect us to wait?" It is very hard for those parents and those children to accept that. I think it's very hard and very wrong for us as a society in this province to accept that.

[10:15]

One thing has worried me. You said that you were having difficulty defining the term "learning disability," and that you have not found a definition so far that is acceptable to the society. The society has not, evidently, come back with a definition that you find acceptable. Is that correct?

**Dr. Bergman:** That's right.

**Mr. Foulds:** What worries me about that is that you might define the problem away in the way that the Treasurer (Mr. McKeough) is trying to define away the problem of unemployment.

You say that some 235,000 children in the province are receiving some form of special education. If you haven't been able to define learning disability, you obviously have been able to define special education. Would you care to elaborate on what special education means when it's applied to those 235,000 children?

**Dr. Bergman:** Special education is referred to in Regulation 191, elementary and secondary schools general, in terms of the definition; but, essentially, as I recall reading it, it refers to children of school age with disabilities in the areas of communications exceptionalities, physical exceptionalities, behavioural exceptionalities and, the obvious one, intellectual exceptionalities. And in each of those broad categories, if you want to begin to label youngsters, you get into degrees of mental retardation, emotional disturbance and that sort of programming.

**Mr. Foulds:** And that's an area that you have been able to define satisfactorily for the boards, for yourselves and for—I hate to use the word—the clientele concerned?

**Dr. Bergman:** Special education? Yes.

**Mr. Foulds:** The minister mentioned a figure of 18,000 of those 235,000. What did that apply to?

**Dr. Bergman:** Those referred to children with learning disabilities in a form of special-education program in the province, either in a special class or a withdrawal-type resource program.

**Mr. Foulds:** So you have been able to define learning disability as it applies to 18,000 children?

**Hon. Mr. Wells:** For ourselves. As a followup which we're doing, we've prepared a paper which begins with a definition of learning disabilities; when we presented that our definition was not accepted.

**Mr. Foulds:** And that's the definition that you have been using up to the present time, is that right?

**Hon. Mr. Wells:** Yes.

**Mr. Foulds:** Would you mind reading that to us?

**Hon. Mr. Wells:** The definition?

**Mr. Foulds:** Yes. Would you mind making public that paper?

**Hon. Mr. Wells:** Oh, the paper's been around. It's not a private paper.

"The education of students with learning disabilities; definition of learning disabilities:

The Ministry of Education has, in the past, accepted the term 'learning disabilities' to refer to students of average or above average intelligence who have a disorder in understanding or using language which shows itself as a deficiency in the ability to listen, think, speak, read, write, spell or do mathematical calculations. Recent attempts to categorization have emerged from the psychological perspective defining children with specific learning disabilities as being those children who have disorders in one or more of the basic psychological processes involved in understanding or in using spoken or written language.

"The disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell or do mathematical calculations. Such disorders include conditions such as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia and developmental aphasia.

"The term does not include children who have learning problems which are primarily the result of visual, hearing or motor handicaps, mental retardation, emotional disturbance or environmental, cultural or economic disadvantage.

"The literature indicates three general types of learning disabilities:

"1. The child has specific and significant organically based disorders and receptive integrated and/or expressive processes. Such disorders may be manifest in an inability to listen, think, speak, read, write, spell, or do mathematical calculations.

"2. The child has an information processing disorder, resulting in a deferred way of learning academic skills. A learning disability occurs when curriculum approaches do not match the child's developmental pattern of learning.

"3. The child has no known organically-based information processing disorder. The learning disability may be due to a primary emotional disturbance in the child, arising from innate or environmental deficiencies."

**Mr. Foulds:** And where's the area of disagreement? Why is that not acceptable?

**Hon. Mr. Wells:** I'm sorry. I didn't read you this: "For the purpose of this statement, students with learning disabilities are those with a severe discrepancy between achievement and intellectual abilities, having deficits in at least one of—receptive language, language processing, expressive language, and mathematical calculations, which become evident in both academic and social situations."

I don't know. Where's the difference? You've met with them in the last couple of weeks.

**D. Bergman:** They told us that they do not completely adhere to our definition as we have put it forward. On the other hand, they've been unable to really tell us what the definition should be and with the statement at their fall conference will attempt to structure a definition that meets their needs fully at which time, if they see fit to share that with us—and I know they will—we can perhaps revise our own if it meets our—

**Mr. Foulds:** Have they been able to cite cases that they think are deserving of attention that would not be covered by that definition? In other words, there are two ways to define. There is one way to define in the abstract, in a sense—the way that you have here. There is also an attempt to define by example, and it is fair to say that they are unhappy with that abstract definition because they have concrete examples from their experience that would not be covered by that definition?

**Dr. Bergman:** The cases that have been forwarded to the Ministry of Community and Social Services for funding under The Vocational Rehabilitation Services Act would

be specific cases of learning disabilities in their mind.

**Mr. Foulds:** Surely they have a whole range of other cases in their minds, too.

**Dr. Bergman:** Well, yes. This is a parent organization which works primarily with school boards. So yes, I'm sure they have files on many of those.

**Mr. Foulds:** Have they brought any of those to your attention in your discussions?

**Dr. Bergman:** Not to this level specifically. In working with officials at the school board level, they do, yes.

**Mr. Foulds:** Let me just leave that for a moment.

**Mr. Minister,** you said in an earlier part of the discussion that you felt that mandatory legislation was only a partial solution. The reasoning you gave, as I recall, was that where the legislation had been passed in the United States, the service had sometimes not been provided because the school boards were unable to provide. And I think you said, if I remember correctly, that the school boards in this province couldn't provide. Was I correct in hearing that from you?

**Hon. Mr. Wells:** I don't know that I said they couldn't provide. I just said that there would have to be a time line of implementation and so forth. That you couldn't pass the legislation today and expect it to be effective, for instance, by September, 1977. That would be too much to expect, and that's where they've run into their problems in the United States. And I don't think that the law has even been proclaimed in Manitoba yet. It's been passed but it's waiting for a period of implementation and readiness and then it will be put into effect.

**Mr. Foulds:** Can you give us some idea of what the ministry perceives as the time line within which boards could meet this?

**Hon. Mr. Wells:** I don't know what the time line is. All I am indicating to you is that whether we have so-called mandatory legislation or not, we are still working in the same way as we would if we had legislation that was waiting, say, royal assent at some point in time. We are still going through the processes of developing the procedures that would be necessary to get things ready at the local level to be able to provide for the so-called mandatory legislation.

**Mr. Foulds:** Do you find any resistance from local school boards?

**Hon. Mr. Wells:** I don't know at this point. I haven't met with them enough on it yet. I understand some of them are resisting, al-

though I must say personally I haven't heard from them—it's secondhand. Our steps in the area of the retarded which is all part of this—and the announcement that we are going to do away with the admissions committee—I am told that some of them are not very pleased about that.

**Mr. Foulds:** Don't you think though if you had the legislation ready to go, along with some pretty firm and clear guidelines about implementation—if the legislation was in place—you would find that resistance lessening?

**Hon. Mr. Wells:** You may, but that is what this process is all about.

**Mr. Foulds:** What you are attempting to do is to use—if I may use the old cliché—a carrot with no stick.

**Hon. Mr. Wells:** No. But that is what this process is all about. This paper deals with the kind of programs that can be available at the local board level—

**Mr. Foulds:** Can be.

**Hon. Mr. Wells:** That's what the local associations now are looking at. If we can get agreement with them, then we work with the school boards to see if they agree with that. Then we've got some basis for a program for children with learning disabilities that can then be put in place. Then we find out how much it is going to cost.

**Mr. Foulds:** And in the meantime, we have a lot of children being destroyed in the process.

**Hon. Mr. Wells:** No, I don't think that is so. As I said we have this other program in place. We are not going to disturb it until we can replace it and I think there are probably very few. It's interesting. In the United States, for example, there is legislation in 48 out of 50 States—this can't be right, I can't believe this—that 87 per cent of children with learning disabilities, or 1,706,000 such children in the United States, are going unserved in spite of having compulsory special education legislation in 48 out of 50 states.

**Mr. Foulds:** Where does that come from?

**Hon. Mr. Wells:** It comes from "The Unfinished Revolution: Education for the Handicapped."

**Mr. Foulds:** Published by?

**Hon. Mr. Wells:** By the National Advisory Committee on the Handicapped. The 1976 report.

**Mr. Foulds:** That's an American report?

**Hon. Mr. Wells:** Yes.

**Mr. Foulds:** So their claim is that even with the legislation, 87 per cent are not being properly served?

**Hon. Mr. Wells:** Are still not being served, yes. Of course, I can understand that in the United States because of the separation between the administrative functions of the states and the legislative function. Many pieces of legislation are passed by the states with no budget and no followup and no commitment by the people who have to administer the program. Therefore, you get that split responsibility.

**Mr. Foulds:** Speaking about commitment, what is your commitment to this program? Surely you, as minister—and I have said some harsh things about you in the past and some rather kind things about you in the past—but surely you, as minister, and your ministry do feel very strongly that this is the biggest gap that presently exists in education in Ontario? I would like to know what commitment the ministry has—

**Hon. Mr. Wells:** I am not sure that I would say the biggest gap, but I think there is a gap and that we are committed to closing the gap.

**Mr. Foulds:** Okay, when?

**Hon. Mr. Wells:** When we can get everything in place. I'm not going to be trapped into any specific time lines on it.

**Mr. Foulds:** What is holding up a more firm statement of commitment?

**Hon. Mr. Wells:** Nothing is holding it up. As I've told you—I've given you the process. We have given this paper to the Association for Children with Learning Disabilities. We've got a response back. We are working with them. If we get this paper settled away, we then proceed with the school boards and we'll—that's the program we are working on.

**Mr. Foulds:** So what we are looking at is possibly a clarification of the definition by late this year?

**Hon. Mr. Wells:** No, no. The definition is only part of it. There are other things in here. The actual kinds of things that can be done for various areas are in here.

**Mr. Martel:** You are backtracking now—

**Hon. Mr. Wells:** No, I'm not.

**Mr. Martel:** —from giving us a commitment. We thought it was just a definition.

**Hon. Mr. Wells:** And our commitment to the early identification to teacher training and so forth is all very firm and very real.

**Mr. Foulds:** And what kind of financial commitment do you project over the next five to 10 years?



**Hon. Mr. Wells:** Financial commitment? As much as we can possibly make available at the provincial level. What that will be I can't tell you at this point in time. We are talking about a budget here that's got \$1.88 billion for school boards—and that's one large amount of money—and in it is money for special education and for many—

**Mr. Foulds:** Hold on. I can't let that go—\$1.88 billion for what?

**Hon. Mr. Wells:** For the whole school program.

**Mr. Foulds:** For the whole school program. We've been discussing special education and it just might slip by that that was your commitment to special education.

**Hon. Mr. Wells:** For the whole school program and that's the most commitment I can give you at the moment. Those are the estimates—

**Mr. Martel:** The question must be, though, that the special-ed funding now for students

who are, let's say, moderately handicapped, cannot be the same sort of funding that you are going to provide for those who are severely handicapped. The pupil-to-teacher ratios have got to be so much less—

**Hon. Mr. Wells:** Have you seen our handbook on special education?

**Mr. Martel:** Yes, but in Sudbury it's one to 13 right now, and that's one of the key problems. I am suggesting one to two, or one to three.

**Hon. Mr. Wells:** Have you seen our new handbook? Well, we'll give you a copy.

**Mr. Martel:** We'll come back tomorrow—

**Hon. Mr. Wells:** Would you like it in English or French?

**Mr. Martel:** Either way.

**Mr. Chairman:** At this stage, we will adjourn until 3:30 p.m. tomorrow afternoon.

The committee adjourned at 10:30 p.m.

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Bergman, Dr. G. D., Director, Special Education Branch.  
 Storey, J. W., Director, Curriculum Branch.

### Ministry of Culture and Recreation official taking part:

Walker, D., Executive Director, Ontario Educational Communications Authority

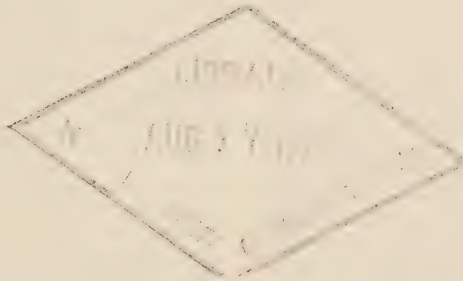


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



### **First Session, 31st Parliament**

Tuesday, July 5, 1977

Afternoon Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

TUESDAY, JULY 5, 1977

The committee met at 3:35 p.m.

## ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 2, special education:

**Ms. Gigantes:** I would like to go back to the discussion we had last night, particularly concerning the possibility of this government moving to set up residential learning disability centres in the province of Ontario. I would like to refer to a statement by the minister of Community and Social Services (Mr. Norton) on June 30 in which he is describing the process that has gone on in this province as his ministry seeks to consolidate services to children in the province. I refer to page three of the attachment to his statement, describing the whole consultation process that has happened so far, and in particular point number seven:

"There was much discussion of the decision not to include certain programs, notably special education and crippled children's programs within the new division. Many stressed the need to develop close liaison with those not included, in order to prevent the maintenance or development of gaps in services for children and families."

As I look at that statement, it seems to me that, if we accept that the new amalgamation of services to children under the Ministry of Community and Social Services in the province is not going to be dealing with special education, under no circumstances would the government, be developing residential centres if this programming decision were made.

**Hon. Mr. Wells:** No. That is not what that statement says.

**Ms. Gigantes:** Okay. Let's hear what you think the statement says.

**Hon. Mr. Wells:** It says they would not be involved with special education. In other words, they are not going to duplicate the educational component that the school provides, but it doesn't mean they couldn't provide residential facilities—

**Ms. Gigantes:** Okay. That is what I wanted to find out.

**Hon. Mr. Wells:** —as they now provide residential facilities for a variety of other areas.

**Ms. Gigantes:** Why would they single out special education?

**Hon. Mr. Wells:** They single out special education because there was some confusion in the field about what this new children's services branch was going to take over; for instance if it were to take over the special education branch of the Ministry of Education, that the special education function would vanish from the Education ministry and so forth, and be operated from this children's services branch. That is very carefully highlighted in the statement, to indicate to people outside that that isn't happening, that the special education components will still be through the school boards and the Ministry of Education.

**Ms. Gigantes:** I had a couple of discussions this morning with representatives from the Association for Children with Learning Disabilities and those discussions indicated to me that there is concern, and it centres on the definition that the minister spoke about last night—the definition to be accepted in Ontario as to what learning disabilities are. There was concern to develop a Canadian definition, precisely because in the American definition there had been a recognition of a difference in funding. It was what they referred to as a political distinction being made in the United States between health services and educational services and they wish not to see this kind of distinction made here in Ontario. Does the minister have any comments on that?

**Hon. Mr. Wells:** I presume that that is, perhaps, one of the problems that has led them to want to look at the definition on their own and suggest another definition, which is fine with us. That is the process we are going through.

**Ms. Gigantes:** But that underlines the same kind of feeling that you may have had—certainly that we intended you to have—from the criticisms that were made yesterday evening, on your proposal for having a distinction between residential care or therapy to accompany the kind of educational

program that would be necessary for children with severe learning disabilities. In other words, they don't want to see that distinction made. They are concerned about it—

**Hon. Mr. Wells:** I'm not sure just what you mean they are concerned about.

**Ms. Gigantes:** Well, it is that very concern, arising out of the American experience with an American definition, that has led them at this stage to say we want to study the definition more; and that was a concern we were trying to express to you yesterday evening; that there should be a divided function, a function divided among ministries.

**Hon. Mr. Wells:** That there shouldn't be?

**Ms. Gigantes:** The concern is that what you're proposing will turn out to be such a division.

**Hon. Mr. Wells:** Yes. I think, perhaps, you mean the division which I suggested, that the provision of residential facilities would be the responsibility of the children's services branch, whereas education would be the responsibility of education. That's what I'm saying, and that's possible.

**Ms. Gigantes:** Yes.

**Hon. Mr. Wells:** What I was illustrating last night was that that is what is happening in a lot of the other areas at the present time. The educational component, the teacher going into the various residential facilities and treatment centres which now exist, is paid for by the Ministry of Education and comes under the aegis of the local school board, and that model works very well.

**Ms. Gigantes:** But they are concerned that it won't work well for children with severe learning disabilities, and that was the concern we were expressing last night.

**Hon. Mr. Wells:** I don't know that I've ever heard them indicate to me in any of our meetings that it wouldn't work well.

**Ms. Gigantes:** I'm passing on to you then what may be new information to you, because that was their description of the concern they had about the definition: that the American definition did provide for a division of functions.

**Hon. Mr. Wells:** Yes, but you see if you look back a little on the history of the development of this children's services branch—and I think it was certainly supported by all parties—it grew out of a report that looked at the multiplicity of people providing residential facilities and it tried to pull all that together. What we're trying to say is, let's not start the fragmentation of provision of residential facilities for children again when we haven't even got the new

operation in place; and we're starting to pull together and make one ministry responsible for residential services to children.

That doesn't mean they're going to own all the residences or operate them all, but they will be the focal point for those residences if there are funding programs and so forth, rather than having Correctional Services, Health and the Attorney General and so forth all operating different residential facilities for children. I can certainly see, over the long haul, the possibility of residential facilities for children not being specifically for a certain designated child—learning disabled, emotionally disturbed or so forth.

It may be that a facility or a school may be, for a variety of different problems, a residential school. I am not sure that there would be anything wrong with that. So we don't really see that the Ministry of Education as such should suddenly be thinking about starting its own residential facilities.

As you will recall, I also indicated to you last night that in some of the original work-up papers on the children's services branch, it was also suggested that those residential facilities that we now operate should, perhaps, one day go over to the children's services branch. That hasn't been done at the present time because there are some problems concerned with that. But it may be that that should eventually happen also; that is, the schools for the blind and deaf, because they are residential services for children with an educational component. But the Ministry of Education would still operate the education service.

**Ms. Gigantes:** Could I take that one step forward? I don't know whether your ministry has made any decision about whether to assume the educational function in training schools.

**Hon. Mr. Wells:** Yes, we've made that decision.

**Ms. Gigantes:** You have?

[3:45]

**Hon. Mr. Wells:** Yes, the training schools are now part of ComSoc. We provide the educational services for the developmental centres that ComSoc now has and in the same manner we will provide the educational services for the training schools.

**Ms. Gigantes:** Will you provide that on the same kind of staff-to-client ratio as you have in the special education centres? In other words, there was a cutback in staffing at the training schools which goes back to February of this year. The argument used in the cutback of staffing was that because



fewer young people were being sent to training school there was less need for staff. But the cutbacks as I understand it and certainly as the documentation that was provided to me by the Federation of Provincial Schools Authority Teachers documents, would bring the staff-child ratio to a lower level than that currently existing in the special education centres. The teachers of the Provincial Schools Authority felt very strongly that as the population of training schools diminished the children who would be left in the training schools would be a more difficult population for staff to be dealing with, and that, if anything, the ratio should be increasing as the training school population went down. I hope I make myself clear.

**Hon. Mr. Wells:** It appears as if there are 79 full-time teachers as part of the actual transfer and seven part-time teachers.

**Ms. Gigantes:** But that transfer took place after the cutback in staff, did it not?

**Hon. Mr. Wells:** Yes, that is right.

**Ms. Gigantes:** Is there any intention on the part of your ministry to redress that cutback?

**Hon. Mr. Wells:** It will have to be assessed insofar as the program and the teaching are concerned. I can't tell you at this point in time.

**Ms. Gigantes:** Will it be assessed in time?

**Hon. Mr. Wells:** I can get you that. I had a statement I read the other day which I cannot remember. It concerned the pupil-teacher ratios and the staff-student ratios and so forth that were in effect and why the cutbacks occurred. It all seemed very clear to me that we had actually arrived at the point where, even recognizing the problems that you indicated, the schools were overstaffed. There was actually a redundancy factor that came into effect and there were more teachers than were needed.

**Ms. Gigantes:** If I could have a look at those figures, I would be very interested because they are in contradiction with the documentation I have had provided to me by the Schools Authority teachers.

**Hon. Mr. Wells:** I will get those to you. I will see if I can get them over here in about half an hour or so.

**Mr. Van Horne:** There was a question that we started to ask last night before time ran out on us. I think the final comment made by the minister was, "Our commitment to early identification and teacher education is evident and we intend to go ahead full throttle on these commitments." I hope this question is properly placed as it may better be asked later. We have an item of

\$150,000 as a transfer payment for teacher-in-training bursaries. Does this reflect the money that is being paid for developing teachers in special education? Is that an indication of part of your commitment? I am not really sure I understand that particular item.

**Hon. Mr. Wells:** That is a special bursary for teachers going into training, a bursary for teachers training to teach the deaf.

**Mr. Van Horne:** Is there anywhere else that I might look to find some concrete evidence of the ministry's intention on this commitment of early identification and teacher education? Is it reflected in dollars?

**Hon. Mr. Wells:** You'll find the commitment contained in the various votes pertaining to that. The summer school program is in professional development. The teacher training vote contains the vote that covers the teacher training institutions and, technically, we could say the curriculum in there is paid for through that vote. There's no special vote in here that is identified.

**Mr. Van Horne:** Maybe I should change it around. You mentioned there were 1,800 people taking the various phases of special education programming this summer. What additional time will students in the regular training programs at the OTEC schools get in special education, and is that reflected in the budget? Beyond that, what do you know about additional training that might be provided at places like Althouse, Elborn and so on?

**Hon. Mr. Wells:** For the first answer, about teachers at OTEC, maybe Dorothy Dunn could come up.

**Miss Dunn:** We are doing two things at OTEC. One is for people with a background in their degrees which enable them to become sort of specialists in special education eventually. We are going to permit them to give an extra 125 hours, plus some time in the schools; they will come out not only with basic training but also they will have the part one of the special education program.

In addition, we have looked very seriously at the foundations for the training of everyone at OTEC, particularly of elementary teachers, and since everybody now comes in with a university degree, we have changed that vastly in the last couple of years. We're including a component in the foundations of identifying the special needs of children, in an effort to give them at least some skills to recognize problems. Not that they will be able to do very much about them with their basic training, but they will



be better prepared to go on in special education, and every teacher will be a little better prepared to identify. Those are the two things at OTEC.

As far as the facilities are concerned, since all of their programs have to be approved by the Ministry of Education, we are asking that they also include in their programs this basic identification of special needs of children, a sort of special education component as part of their foundations, and they are doing that; they are building it into their programs.

**Mr. Van Horne:** Do you know if other faculties of education will be doing this?

**Miss Dunn:** Yes, some this year and some within a year, because it takes a little longer to get programs changed in the faculties than it does in OTEC. They have to get their programs approved by the senate, as you realize. Some of them are changing this year and adding the component. Some of them already have had a fairly obvious special education component and some have not, but by 1978 it will be in all of them.

**Mr. Van Horne:** Thank you. The other part of my question is directed to the summer school program. Is the ministry satisfied that that program is adequate for training of special education teachers?

**Hon. Mr. Wells:** I think one indication is that we had budgeted for 1,500 people and we are taking 1,800. There is about \$331,000 in the professional development vote for that; we will have to find some extra money in other votes to cover the 1,800.

**Mr. Van Horne:** But the number on course does not reflect the quality of the course itself. I am wondering about the assessment of the program and any changes that might be brought into the program; that is, the three-part summer school program.

**Hon. Mr. Wells:** The program, I am sure, is of the highest quality. The co-ordinator is Mr. Hanson. The program was completely re-evaluated last spring and new guidelines for it were developed; they are in effect this year.

**Mr. Van Horne:** I would like to look at a copy of those, if I could, because there was concern through recent experience about the quality of the course.

**Hon. Mr. Wells:** I will be happy to get you a copy of the guidelines.

**Mr. McClellan:** I must apologize to the minister for being at the disadvantage of having been unable to attend the debate

last evening of this committee and not having Instant Hansard. There may be a certain amount of repetition for which I apologize, but I really want to understand the special education program.

**Hon. Mr. Wells:** I don't mind going through all of it, but I don't intend to go through all the discussion we had last night on the learning disabled, because I think there is some responsibility on the members to be here if they want to discuss something and not come in and out.

**Mr. Grande:** On a point of order, Mr. Chairman, if I may. Is it not the practice that 24 hours after the committee sittings, I believe, we should be able to get copies of Hansard?

**Hon. Mr. Wells:** That's right. I thought you could get instant blacks within a few hours.

**Mr. Grande:** I think a few hours is for whatever goes on in the House, but for committees it is a different time span. But I understand this morning that they are not available. Therefore, if my colleague says there is going to be a certain amount of repetition, given the fact that he had to be in the Legislature and not here, and given the fact that those Hansards are not available, then I think that should be understood.

**Hon. Mr. Wells:** That's fine. I completely understand. I just want it also understood that I may not repeat all I said last night and may just say that is in Hansard. It's your time; you've allotted the time for the estimates.

**Mr. McClellan:** Do I understand that your program will be in place by September 1977?

**Hon. Mr. Wells:** What program are you talking about?

**Mr. McClellan:** Why don't you sketch the program again? I assume it is the program of empowering school boards with the responsibility of providing educational services to the learning disabled.

**Hon. Mr. Wells:** No, you understand wrong. I'll sketch it for you quickly. We have given a paper to the Association for Children with Learning Disabilities. We indicated that they represent a proportion of the special education people. There are a lot of different special education children in the schools, about 13 per cent now being covered, and we estimate around 1,800 might fall into this category. We have been working with their association. We have

given them a paper on the education of students with learning disabilities. They have given us some responses back.

We are working with them on this paper. When we get acceptance of this paper, we are then going to work with the school boards towards a resolution of what the school boards should be doing for these children. Then we will have to see how they are going to implement their programs. In the meantime, as I said last night, much as we all think that the ComSoc program is not the right place and the right type of program for the province to be offering in this area, certainly I don't think any change should be made in it until we are prepared to show what the alternative is.

**Mr. McClellan:** That is really very interesting, because that conflicts with what I have been told, both by the Minister of Community and Social Services and by the Provincial Secretary for Social Development (Mrs. Birch).

In case you don't spend your idle hours reading the Hansard transcripts of the social development estimates, let me bring you up to date on the session of Tuesday, April 26, of this year, when I asked the Provincial Secretary of Social Development about new programs for the learning disabled. I asked that question in response to a written letter that I had from Keith Norton, who told me that responsibility was going to be transferred in the immediate future from ComSoc to Education. That was the basis of the question that I put to Mrs. Birch. She said to me, and I'm going to quote it to you:

"I'm very happy to relay to you that it is the intention of this government to release a statement very soon to take effect September 1977, which will provide further details regarding the expectations of school boards and the availability of support services of a non-educational nature. ComSoc and Education staffs are currently meeting to devise ways and means of providing a continuum of provincially-based care.

"The education of children with learning disabilities is viewed to be the responsibility of the school boards of this province. The non-educational aspects of treatment or care will be made available based on demonstrated needs within the child's local community wherever possible and we anticipate that statement will be made soon."

**Hon. Mr. Wells:** That's right. That's the statement that will be made by September.

**Mr. McClellan:** Let me finish. I asked her, just so that I could understand: "Will that require school boards to provide services?"

She said: "That will probably be part of the statement that the minister is making." I asked: "When will the minister make this, because I've been promised this statement three or four times since I've been elected?" Mrs. Birch said: "I can't say. All I can say is that it will be made very soon." I asked her: "Are you saying there will be a program in place by September 1977?" She said: "It will be effective, or should be in place, by September 1977, yes." I guess she meant no.

**Hon. Mr. Wells:** No, that's completely consistent. You're reading one thing into what she's saying, and I'm reading another thing. The program that we will announce on the completion of our discussions on this paper will be probably by September 1977. But for you to assume that that will mean that all these services will be in place in every school board by September 1977, I think is not correct. The program, the position paper and the directions we're going will be clear to school boards. But I'm sure all the services we all would like to see in place will not be in place by September 1977.

As I indicated last night in these estimates, the province of Manitoba passed mandatory legislation which has not been proclaimed, to my knowledge, to this time, because of the implementation process that they're going through. Even in that particular case, it takes a fair amount of lead time to lead into having all these programs available in the manner we would wish.

**Mr. McClellan:** I still don't know whether you're going to be making a general statement of policy in September 1977, or announcing a specific program regardless of the implementation.

**Hon. Mr. Wells:** We're going to be making a general statement of policy. That's what we're doing.

**Mr. McClellan:** That's profoundly disappointing.

**Hon. Mr. Wells:** You'd better wait until you hear the general statement of policy.

**Mr. McClellan:** I had hoped for a program, not a general statement of policy.

**Hon. Mr. Wells:** A general statement of policy usually outlines a program.

**Mr. McClellan:** Not for your government, it doesn't. We can wait three or four years for a program between the time of the statement of the intention and the program. There's always a long gap—always a long waiting list.

I don't see any money in the budget for a program. I don't see any additional funds. An additional \$100,000 for special education



hardly betokens a major initiative on your part. Do I understand correctly that you do not intend to provide additional resources to school boards in order to enable them to assume their proper responsibility of providing full educational services to the learning disabled as they provide for all other children?

**Hon. Mr. Wells:** That kind of information would be part of the statement that we're making.

**Mr. McClellan:** But you're not prepared to say yes or no at this time?

**Hon. Mr. Wells:** No. I'm not.

**Mr. McClellan:** Is that because you don't know?

**Hon. Mr. Wells:** It's because we're still in the process of studying this particular area. Let me make two points: First of all, there are school boards in this province that are providing services for learning-disabled children. To leave the impression that there are none being provided for is an erroneous impression.

Secondly, there is a mechanism for generating extra money for special education in the total area, and we amended the grant regulations just recently specifically to make more money available to school boards that were providing these services for learning disabled. That amendment of the grant regulation was part of the amendment that allowed more money for the Metropolitan Toronto school board and seven other school boards in the province.

**Mr. McClellan:** I say to you what I said to the Provincial Secretary for Social Development: If we don't spend this money for the learning disabled through education, we spend it in other ways—in the correctional system and in the social service system—to try to rehabilitate kids whose lives have been hopelessly messed up, as you well know.

It's not a question of saving dollars that otherwise wouldn't be spent. It's a question of spending dollars wisely and sensibly in the first place, and the most sensible way to spend those dollars is to offer real incentives to school boards to encourage them to pick up the obligation, which they should have assumed, to provide equal educational facilities based on the special needs of the learning disabled. If you don't, the kids simply end up in publicly funded correctional or rehabilitative services—to no good end, usually.

That's the simple reality, the simple fact of life in this society. I would hope, when you're making the decision about funding

school boards at an adequate level, that you would weigh that tragic reality very heavily.

**Hon. Mr. Wells:** Mr. Chairman, I'm sure, my friend realizes we're talking about a specific group of people under special education. We're not talking about the only group that special education involves. We do weigh all these very heavily, but we have to realize that at some point in time—and it begins to sound like a broken record—priorities at the local level also have to apply. To some boards, the learning disabled are a major concern. In other boards, they aren't a major concern.

As I indicated, we're moving to withdraw the section of The Education Act that provides for admission boards for the retarded. That's going to saddle the boards with other responsibilities which have to be met and which have to be met financially. They are being provided with financial assistance in that particular area, and there are a whole host of areas.

I sometimes think it's unfortunate that we keep taking little sections out and looking at them without looking at the whole. We are trying to look at the whole special education area and trying to provide equality so there will be some program for every child who has some exceptionality.

**Mr. McClellan:** Are you giving thought to the particular needs of learning-disabled adolescents when you're devising this program?

**Hon. Mr. Wells:** Learning-disabled adolescents?

**Mr. McClellan:** Yes, or young adults. Kids who are in the age group from 18 into the early 20s. Would you see this as a function of—

**Hon. Mr. Wells:** Yes, up to 21, if they're still part of the regular school system. What we're looking at are things that should and can be done as part of the normal regular school system. That's what we're talking about—not special services away from or apart from the regular school system.

**Mr. McClellan:** It's difficult to proceed in the absence of the policy statement, since we don't know what you're talking about.

**Hon. Mr. Wells:** I can tell you roughly what we're talking about. What we're talking about is providing programs in the regular school setting. That's our first and foremost thrust. In other words, not in a special school or a residential school or anywhere else, but providing the appropriate programs in the normal, regular schools. That's the first



thrust. Anything else works from there. I have to believe that the key word in special education seems to be regularization or integration, and that's our thrust. That's what we're looking at even in areas such as the blind and the deaf.

Quite contrary to the ideas that are being presented here of a special residential school, the general thrust I get from most people I talk to today is that we shouldn't have our schools for the blind and deaf, that these people should be brought back into the community and trained in the normal educational process, in the normal schools. That may be possible with some. With others, it may really deprive them of the kind of training they should get. But what we're looking at basically is how boards can provide the facilities within their own structure to provide these programs.

**Mr. McClellan:** Granted.

**Hon. Mr. Wells:** Coupled with that has got to be an early identification program. This is what we talked about last night when we talked about how the Windsor early identification program was being adapted and implemented in other areas. Our thrust is to encourage boards to adopt early identification programs; then, coupled with that, to increase teacher training, either in service or pre-service, to recognize and identify these problems and to help provide for the school system, teachers who can provide the kind of expertise to meet these problems. That's the general thrust.

The general impression of our people who have been down to some of the schools in the United States is that we have teachers who can provide the same programs in this province. The only difference perhaps is that our schools would not be residential and, because of a number of factors, the pupil-teacher ratios might be different. Those are about two of the biggest differences but in terms of techniques and so forth that are used in a lot of the schools that these people are being sent to in the United States, teachers here are just as capable and they can put the programs in place.

**Mr. McClellan:** We have no quarrel on that general sense of direction. Where I don't know whether we have a quarrel or not is with respect to the nitty-gritty of how the province is going to make resources available to the school boards to accomplish that general goal.

**Hon. Mr. Wells:** That's the part we're now—

**Mr. McClellan:** That's what it is all about. All the rest of it is just so much hot air or

at least, to be charitable, good intentionality; it's not anything that anybody can dispute. There isn't anything in that to get your teeth into either until you are prepared to say how far you are going to go with respect to making resources available and on what precise terms. I guess that's simply what we will have to wait for.

**Hon. Mr. Wells:** To a large degree it goes back to the basic philosophy I outlined in my opening remarks, which is that the nub of all these problems is the system of governance of education in this province. I mean, we sit here and you talk about showing leadership and just saying, "Do it and it will be done." But we have 194 school boards, including something like 125 large units, which all are made up of elected trustees and which all have their own special education committees, departments and so forth as well as their own feelings as to how it should be done.

**Mr. McClellan:** That's an argument that I am familiar with—not in education but in social services, and the situation is exactly the same.

**Hon. Mr. Wells:** No—

**Mr. McClellan:** Let me just try to make the case that municipalities are expected to provide a certain range of social services as school boards are expected to provide a certain range of educational services, and both are required to fund these from a regressive tax base. You put elected officials at both the municipal and trustee levels in an impossible double bind when it comes to providing especially costly services for special disadvantaged groups.

In both ComSoc with the children's services division, and possibly in Education with special education, you are in the position of increasing this double bind. It has simply never worked in Ontario. Services are what have suffered when you put local elected officials in the bind of funding essential programs from a fundamentally unfair tax base system.

[4:15]

I don't put too much stock in your rhetorical statements about the sacred autonomy of municipal officials when you present them with a Hobson's choice of either not providing essential services to disadvantaged communities or else increasing the already staggering burden on property. This is where the guts of the thing are, as far as I am concerned. Historically, that is what has inhibited the development of a number of special services to especially disadvantaged

communities right across the board. They don't have the kind of political clout that other groups do; it is as simple as that. They don't have the electoral power of you or I or of other folks who don't have those special needs, and those target communities suffer accordingly.

**Hon. Mr. Wells:** Let me just say, Mr. Chairman, I am afraid I do not share that pessimistic view.

**Mr. McClellan:** It is an historical view.

**Hon. Mr. Wells:** It isn't an historical view. I think it is a pessimistic view that people like yourself say often enough to try to have us believe it. The range of services that are provided to the disadvantaged and the handicapped in this province is probably the envy of most communities in North America. I just get rather disturbed when I hear people keep talking about our democratic system of letting local people, from community groups right up to local municipal politicians and elected school board trustees, do the job. These people want to run them down and say they're not doing their job; they say we should be doing more and pushing them more and that all have suffered in Ontario.

If you just cast aside party labels and look at what we have in Ontario, what has been developed by all levels of people, most of these special groups and most of the disadvantaged have services here far better than are available practically anywhere in the world. I challenge you to prove otherwise. You can refer to isolated instances, but we spend more money and I think we do more for the disadvantaged than probably any other jurisdiction.

**Mr. McClellan:** You and I live in a different world space.

**Hon. Mr. Wells:** You are the great believers in the local groups and so forth being able to decide what they want to do. You are always telling me that you believe that it's the people groups, the community groups, that should have the say and so forth; if they say they don't want something, who are we to tell them?

**Ms. Gigantes:** Because it costs them too much.

**Hon. Mr. Wells:** That isn't always the reason; it's a convenient excuse sometimes, but it isn't always the reason.

**Ms. Gigantes:** I think it works in a fair range of the points that we make, from one policy field to another.

**Mr. McClellan:** I am utterly convinced of my view as you seem to be utterly convinced of yours; and that makes dialogue

difficult, because we're seeing the same things and coming to radically different conclusions from them.

**Hon. Mr. Wells:** I get those same conclusions from people of your party from other parts of Canada who look at the services that Ontario provides and kind of wish they could do it in their own area. I think the perspective rests with whether you are sort of responsible for trying to give some leadership or whether your job is to attack what is being done; that's really the difference in perspective.

**Mr. McClellan:** Or whether you are complacent with inadequacy or whether you think that the wealthiest province in one of the wealthiest countries in the history of the world can do better or not.

**Hon. Mr. Wells:** No one said we can't do better; no one said that. But I get a little angry when we sort of run down even what we've got without recognizing that we've got something pretty good and we have provided a variety of services in the welfare and social services area that probably is the envy of a lot of other people.

**Mr. Grande:** The relationship is to the wealth of this province, not to the services.

**Ms. Gigantes:** Mr. Chairman, it seems to me we are getting into a general discussion of the funding program—

**Hon. Mr. Wells:** We are getting into a general discussion of philosophy.

**Ms. Gigantes:** Yes, but it relates primarily to the responsibility of the ministry for providing provincial grants for special purposes. I think we tend to feel that within an item like this vote we should be seeing from the ministry the program in place long ago, and we should be seeing the moneys allocated within this vote. We don't see them; that's the point we are trying to make.

If I could make one further point, one of the things that is upsetting, when you look at the whole question of learning disabilities and special education, is that if a ministry like the Ministry of Education falls down in its function, then it is not the ministry that picks up the bills; so there is no over-all cost-accounting for the cost of failure of this ministry in these special functions.

**Hon. Mr. Wells:** Did you want the answer about these training schools?

**Ms. Gigantes:** Yes.

**Hon. Mr. Wells:** I understand there were 16 redundant teachers in those schools before we assume responsibility for them. The ratio was one teacher to four pupils; after the cut



of 16, the ratio now is 1:8, and it will not exceed that in any school. I don't really think that can be argued with.

**Mr. Foulds:** When you say 1:8, Mr. Minister, do you mean that is the top level or is that a ratio? Will there be any class-loading sizes in excess—

**Hon. Mr. Wells:** I am told that no class will exceed that; that's what they tell me. Before you came in, Ms. Gigantes, we indicated that we have taken over the responsibility for those schools.

**Ms. Gigantes:** Very briefly, could I indicate that is one of the points being made by the Federation of Provincial Schools Authority Teachers. They point out that in other special educational centres the ratio is lower and there are extra support services provided which are not provided in the training schools.

**Hon. Mr. Wells:** It is a little hard for us to comment on that, because we just took it over on July 1. But we have taken over and we have the staff complement, as I indicated to you; we will now have to do our assessments and decide whether what is in place there is in fact what should be in place or whether there should be more support services.

**Ms. Gigantes:** When would you expect to have your assessment complete and make a decision?

**Hon. Mr. Wells:** School won't start again until September, so they'll probably assess it over the first four months of school.

**Ms. Gigantes:** So you would make a decision on whether you needed to increase the complement by the end of the year?

**Hon. Mr. Wells:** I am thinking not so much of increasing complement as support staff, which you mentioned; whether there needs to be more support staff or whether that support staff will now be available from the total support staff in the branch and in the other facilities.

**Ms. Gigantes:** Okay.

**Mr. Van Horne:** I wonder whether sufficient grants will be available for support staff. Reference was made to this document at the very end of the evening, and there is mention in here of the school team and the professionals associated with the school team. Will the same amount of support continue in this coming year as has been available in this past year?

**Hon. Mr. Wells:** The same amount of financial support? Yes. In the estimates we are voting here for this year, there is the same

amount of support, in fact, there is probably increased support in here from what they had the year before. There is a weighting factor for special education which generates more money for a program if you have it in place.

**Mr. Van Horne:** From past experience, I would suggest that funds are available. If I have a criticism of this document, it is that it should be extended a little bit to indicate what basic things are expected in the area of curriculum for what some systems call opportunity classes or, if you will, classes for intellectually disabled children and the other exceptionalities; there are five categories that you have here.

It strikes me that a lot of boards fly by themselves, which is fine up to a point, but I do think there is need for some general description of what might be provided in curriculum in the core, if you will—and I want to play around with basic curriculum or core curriculum as we did last night. But I would recommend that as an extension of this document, realizing that it did come out only last fall. Is that in the planning stage?

**Hon. Mr. Wells:** Special curriculum guidelines are being developed for the occupational schools. Are you talking about occupational classes?

**Mr. Van Horne:** No. The occupations program begins at the end of about seven, eight or nine years of elementary school. I am talking about the things that you might expect in an opportunity class for intellectually disabled children, the slow learners, in the elementary schools.

**Hon. Mr. Wells:** Eight documents are being prepared in support of the formative years in this area.

**Mr. Van Horne:** All right. Does that also extend to learning disabled children?

**Dr. Bergman:** That is one of them.

**Mr. Van Horne:** That is one of them. Is that tied in with what in some school systems used to be called the PH class for perceptually handicapped children, which has now broadened out into a bigger area?

**Hon. Mr. Wells:** That is correct.

**Mr. Van Horne:** If that becomes a supplement to this document, I would commend it and I would look forward to seeing that.

**Mr. Foulds:** I have one question that rose from the discussion last night. I wonder if the minister or any of the ministry officials can give us an idea of the projected costs that are involved in assuming responsibility for a full program for training of children



with learning disabilities. You must have some initial cost factors, because one of your main objections last night to giving a time of a program to meet the needs was the cost involved. You saw that as a question that needed to be examined somewhere down the road after you had sorted out definitions and so on. Surely, you should be doing at least some preliminary work at this stage about the costs involved.

**Mr. McClellan:** They are doing it right now.

**Mr. Van Horne:** That's as preliminary as you can get.

**Hon. Mr. Wells:** I don't think we have got a realistic cost figure that we could give you. If everybody had to provide a total program as of September 1, 1977, say, I don't have the information as to what it would cost.

I don't know that cost is necessarily the whole reason it can't get into place. Cost may be one of the factors, but there's also the matter of getting the right staff for the right kind of program as well as the kind of curriculum—there are a number of things that some boards have to phase into. For instance, I was just reading through the letter from Dr. Morgan, which Mr. Martel was referring to last night, about one of the young persons for whom he said there wasn't a program in Sudbury. As Dr. Morgan indicates, there is probably a program suitable for this young lad in the city of Toronto; so they have already got a program. The question really is, given the numbers and so forth, will Sudbury ever be able to or want to have the same kind of program that is available in the city of Toronto? That is the question they will have to wrestle with. It may be that they will want to buy services from other boards. There are a number of variables here, but we don't have a figure so that we could say it will cost X million dollars.

[4:30]

**Mr. Foulds:** Correct me if I am wrong, but didn't you indicate last night that some of the resistance—that is possibly too strong a word—that comes from boards to implementing programs arises because of the cost factor?

**Hon. Mr. Wells:** Oh, yes.

**Mr. Foulds:** When they put that up as an objection or as a concern that they have, surely you ask them what their projections are? Surely you have that information available?

**Hon. Mr. Wells:** Yes. What their projections would be—

**Mr. Foulds:** In terms of costs.

**Hon. Mr. Wells:** In individual cases we might, yes, but I do not have any figures that I could give you here.

**Mr. Foulds:** But you are only doing that then, if I understand correctly, on an ad hoc basis as an individual case comes up, rather than on a comprehensive basis that would give you an idea of the total cost involved. Is that fair?

**Hon. Mr. Wells:** Yes.

**Mr. Foulds:** Let me then ask you if the ministry has any intention of trying to get a handle on the cost factor involved?

**Hon. Mr. Wells:** Oh, yes. Definitely. We will have to have a much more definite idea of the cost factor; as close as we can.

**Mr. Foulds:** Look, I understand the difficulties in formulating that—

**Hon. Mr. Wells:** There's the difficulty of knowing exactly how the local level will handle the situation and what their costs will actually be. We have to do it on projections and assumptions that we make. But, yes, we will be doing that.

**Mr. Foulds:** Could I get a commitment from you that you will start doing that as you are working out the other difficulties you talked about last night—difficulties of definition—so that it does not prolong the process?

**Hon. Mr. Wells:** That will be part of the general statement that we will be making shortly on this whole area after we have had our meetings and finished our meetings and prepared the policy statement on education of children with learning disabilities. The costs will be part of the statement. Yes. I can tell you that.

**Mr. Foulds:** You look forward to making that statement before the beginning of the next school year?

**Hon. Mr. Wells:** I hope in September. I don't know that it will be before the beginning of the next school year.

**Mr. Foulds:** Sorry. In this coming September?

**Hon. Mr. Wells:** Yes. This fall.

**Mr. Chairman:** Shall item 2 carry? Carried. Item 3, schools for the blind and deaf.

**Mr. O'Neil:** Mr. Chairman, I would like to ask a question of the minister, if I may, concerning the Sir James Whitney School for the Deaf in Belleville. I was just wondering when the new addition will be put into full operation.

**Hon. Mr. Wells:** Is that the addition that you and I helped get going there?

**Mr. O'Neil:** Right.

**Hon. Mr. Wells:** It should be in operation this fall. It is about 75 per cent completed.

**Mr. O'Neil:** I wonder if I could find out just how many new staff will be employed there, in the way of teachers and also the number of students, because of that addition?

**Hon. Mr. Wells:** There will be no new staff involved in opening the addition. It is a clinical area, an assessment area and it is going to be a regrouping of the people who are in the assessment function. They will be in that building, but there will be no new teachers or staff employed.

**Mr. O'Neil:** I have been contacted by a few people in the Belleville area concerning a few problems that seem to have been encountered at the school and I would like to bring them to the attention of the ministry, if I may. One is, I notice you have a figure there of some \$55,000 which has been allocated to category 4 by the Whitney school, Belleville, for the new caretaking contract. Has that contract been handled by staff at the school or has the contract been let out to an agency?

**Hon. Mr. Wells:** It has gone out to tender and tenders are in the process of being received at the present time.

**Mr. O'Neil:** Those tenders have appeared in the local papers there, have they, for the area?

**Hon. Mr. Wells:** Is there somebody in the local area who hasn't had an opportunity to tender?

**Mr. O'Neil:** Not concerning that, but I have a notice of tender myself and I just wonder when it went out or if it has gone out?

**Hon. Mr. Wells:** It did appear in the local papers, yes.

**Mr. O'Neil:** I wonder possibly if somebody could let me know on that particular matter. Also I wanted to just check on the allotment made out for transportation. I just wondered if anyone has been in contact with the ministry concerning the tendering for the travel from the school? I know I have been contacted on this by some of the travel agents in the area, that the contracts for the travel have not been tendered and I have had a few complaints from some of the other travel agents.

**Hon. Mr. Wells:** They have not been tendered, I understand. I guess the staff just picked various agents.

**Mr. O'Neil:** I wonder if I could suggest to the ministry staff who are responsible for looking after this that I think there is some discontent about this. I feel that where you are dealing in sums such as you are, it should be handled in some way by the tender process so that everyone in the area is given a chance to tender on it.

**Hon. Mr. Wells:** I don't know how you tender on Air Canada and CN tickets. I guess all you can do is try to have a list and buy them at different places and share the purchasing around.

**Mr. O'Neil:** Or possibly there could be some kind of rotation basis set up with the other travel agents. As I say, I mention that as it is sort of a bone of contention with a few people there who have contacted me. I think to be fair to the different travel agents in the area it is something that should be followed, rather than giving it to one particular agent all of the time.

I also wanted to make some inquiries concerning the food catering, whom that is being handled by and whether that is also tendered out?

**Hon. Mr. Wells:** That is tendered.

**Mr. O'Neil:** I wonder maybe if somebody from the ministry could let me know when it is tendered or how often and the particulars concerning that?

I have also been approached by some of the union people in the area concerned with what they feel are some union problems. From what I understand, there was a meeting arranged between management and the union people and there was a list of points for discussion. The meeting took place on February 4 and was attended by Mr. Glendenning, who is the director of personnel from Toronto. I have been approached by some of the union people—and I believe they are represented by Jim Fawcett out of Kingston—and it seems that a lot of these points that were brought up at that meeting have not been acted upon.

I wonder if your ministry and the people responsible for that school would be kind enough to have Mr. Glendenning recontact Mr. Fawcett and possibly set up another meeting between the personnel people who work there and the other people, just to see if there isn't something that can be straightened out. I do believe that there are a few problems there.

**Hon. Mr. Wells:** Are these problems concerning their working conditions or contracts?

**Mr. O'Neil:** Some of them are working conditions. Also, some of them have to deal with problems concerning safety and, from



my understanding, some of the employees in the Ontario public service are not bound by the same safety regulations as possibly other sections. I think there are a few problems there. I would just ask that the ministry officials look over that list of these points for discussion that were made for that February 4 meeting and see if there isn't something that cannot be acted upon there.

I understand that prior to the election a directive went out to the teachers and the staff of the Sir James Whitney School concerning participation in the election. I just wondered, is that a general notification that went out about not taking part in elections?

**Hon. Mr. Wells:** That is the general notice that went out to all public service employees of the government just outlining the rules that apply for the public service.

**Mr. O'Neil:** I would like to commend some of the staff of that school because I understand—and it's likely a point that has been brought to your attention—that during the election the Minister of Health (Mr. Timbrell) did go into the school with the local Conservative candidate and I understand that two of the teachers who were asked to translate for the minister refused to do so because they didn't want to take part in a political situation. I believe you are familiar with it and I would just like to commend at least those two teachers and some of the other ones who voiced that same opinion, and possibly there might be some sort of a directive go out to the principals of the schools not to have participation in something like that. Those are the only comments I have.

**Hon. Mr. Wells:** I hope they translated for you and the other two candidates if you went into the school.

**Mr. O'Neil:** We weren't really invited in. I called the principal up and told him I didn't think it was the place to do politics. I would love to have been asked to have been there to translate for the minister, though.

Could the ministry officials report back to me on some of those other questions, especially the labour problems that some of the people have encountered?

**Hon. Mr. Wells:** They'll let you know about those.

**Ms. Gigantes:** I would like to ask the minister if he could describe to us what programs exist in schools for the blind and deaf for people who are not anglophones?

**Hon. Mr. Wells:** We purchase the programs for those students who are deaf in a school in Montreal where the total program

is available in French. We provide them with residence there and so forth.

**Ms. Gigantes:** How recent is that?

**Hon. Mr. Wells:** Apparently it has been going on for years.

**Ms. Gigantes:** Ten years? Five years?

**Hon. Mr. Wells:** At least 10. There are three deaf and 16 blind at present in the program. The school for the blind is in Montreal too.

**Ms. Gigantes:** Three deaf and 16 blind out of the total Ontario population?

**Hon. Mr. Wells:** I suppose your next question is going to be, were there more who want to take advantage of this program?

**Mr. Grande:** You're anticipating, obviously.

**Hon. Mr. Wells:** There is nobody who has been refused this program.

**Ms. Gigantes:** How do people learn about it?

**Hon. Mr. Wells:** The school boards would be very aware of the program; the same referral sources that would refer them for our regular schools for the blind and deaf.

**Ms. Gigantes:** I have run into one case myself of a young man who comes from the area I represent, who comes from a francophone family, who went to the school for the deaf in Belleville and the family has had to learn English to be able to communicate with him because part of his ability to communicate is through mouthing words. He is age 21.

**Hon. Mr. Wells:** The parents choose if they go to Belleville or Montreal. I'm sorry, I gave you the wrong figures. I just want to be sure now. The figures were written down wrong, it's three blind and 16 deaf, not the other way round. It is parental choice; in other words, if the student was a francophone and wished to have that education in French, provision would then be made for him to go to the school in Montreal.

M. Raymond tells me that Dr. Denis Levesque, who is in the special education branch of the ministry, has talked to the supervisory officers of the boards and they're aware of this program.

[4:45]

**Ms. Gigantes:** I'm sure there are more than three blind and 16 deaf francophone young people who haven't completed the school system in Ontario. Why is it that they're not choosing to be educated in their own language?

**Hon. Mr. Wells:** I don't really know. Part of the answer may be that there are programs available for them in the area where



they are. All the hearing disabled are not necessarily in our schools. There is service in French that operates out of the Sir James Whitney School but it's for pre-schoolers.

**Ms. Gigantes:** I've forgotten the name of the report that surveyed the medical needs of Franco-Ontarians, but did that report comment on the provision of school facilities for blind and deaf francophones?

**Hon. Mr. Wells:** That report did mention it. It said there should be co-ordination between the Ministry of Education and the Ministry of Health in this area. That was the comment in the report and that co-ordination is going on. The Council on French Language Schools looked at this particular problem and decided that the best way at present, given the numbers that are going and wish to attend and so forth, was to buy the service from these schools in Montreal because not only are the services there but the support services and so forth are there to provide an adequate program. Do you have some indications of someone who has been refused the service?

**Ms. Gigantes:** No, the case that comes to my mind is one where I would make the assumption—and I would have to go back and ask this young fellow and his family—that they weren't aware, because they had to learn English to be able to talk to him; their English is not good, and it's a great difficulty. It's a pain to watch them trying to communicate in the family.

**Hon. Mr. Wells:** I can't offer any more comment on that except perhaps to say that if you could check back and get some information, maybe we can check on it too and try to find out if, in fact, there was a problem. Maybe there's some other explanation for it.

**Ms. Gigantes:** What happens if an Italian family comes to Toronto and there is a deaf child?

**Hon. Mr. Wells:** In Toronto, he would be educated at the Metro Toronto School for the Deaf. In Toronto they run their own program, so they would have provision for that. If he got into our facilities, he would have to be taught in English at the present time, and that would mean a transitional period.

**Mr. Foulds:** Could I interrupt for a second? You said there would have to be a transitional period. Is there a capability at the provincial schools where the language transition could take place? Are there teachers at these schools who are fluent in the Italian language, for example?

**Hon. Mr. Wells:** I'm sorry?

**Mr. Foulds:** You said there would have to be a transition period in that case if there was an Italian-speaking student who was referred to one of the provincial facilities. Is there a teaching capability in the provincial school facilities where you have teachers who are fluent in Italian so that the transition can take place rather than a culture shock?

**Hon. Mr. Wells:** Of course, most of the students that would be so affected would be in the Metro Toronto facility.

**Mr. Foulds:** Excuse me. About 35 per cent of the population in Thunder Bay, for example, is of Italian origin. The same applies to Sault Ste. Marie. There are large Italian populations in other centres.

**Mr. Grande:** Is that right? It's just not Metro then, is it?

**Mr. Foulds:** No.

**Hon. Mr. Wells:** A lot of Finnish people up there too.

**Mr. Foulds:** Twenty-two per cent in Thunder Bay.

**Hon. Mr. Wells:** I can't tell you for sure that there are such teachers. I suspect there probably are not teachers. There may be one or two in our schools in this area, but I can't tell you at the moment.

**Mr. Foulds:** Would the ministry have any plans to make that available so that the transition is a transition rather than a culture shock?

**Hon. Mr. Wells:** If the need exhibits itself, yes.

**Mr. Foulds:** How does the need have to exhibit itself?

**Hon. Mr. Wells:** With students in the school in that particular category. It's a situation that's never been brought to my attention before. Have we had the problem? No, we haven't. They've had the problem in the Toronto school but not in our facilities.

**Mr. Foulds:** What I really would like to find out is whether that isn't a problem. Parents may not be aware that they won't get it if, to put it in the vernacular, they don't make a fuss. If they have a child and they say, "It's only English, so the child can't learn," therefore they withdraw from application to the school facility.

**Hon. Mr. Wells:** We could check through that to see. I don't recall any letters or any problem in this particular area.

**Mr. Foulds:** I would certainly appreciate it if that could be investigated.

**Hon. Mr. Wells:** We can check through if there has been. As has been indicated, it has been a problem in Toronto and presumably Toronto and the Toronto deaf school is correcting that problem.

**Mr. Foulds:** Could you then find out if any cases, particularly from Sault Ste. Marie and Thunder Bay, say, have opted for using the Toronto school's rather than the provincial school's facility because the Italian language capability may be there in the Toronto school?

**Hon. Mr. Wells:** No, no one's done that. But we'll check out the other for you. I'm sure that the local members would have been writing us if there was a problem.

**Mr. Foulds:** Except that the population involved in some cases is not very highly sophisticated in terms of how this government works. It sometimes takes a local member four or five years to find out how this government works. If they're not aware that it is possible the training could be available, they just may opt out.

**Hon. Mr. Wells:** I don't think that would apply to the local member for Thunder Bay.

**Mr. Foulds:** Oh, I am certain of that.

**Hon. Mr. Wells:** And I'm sure it wouldn't apply to the local member for Sault Ste. Marie.

**Mr. Foulds:** But the people involved, in all seriousness, may not come to their local member. We as local members get a large number of cases covering the whole range of government services, not merely in education, but there are a lot of people out there who don't even come to the local member because they don't know that is a route through which they can get some of their problems solved. There are a lot of unsolved problems out there.

**Hon. Mr. Wells:** Oh, sure.

**Mr. O'Neil:** I wonder if I could ask another question of the minister regarding the Sir James Whitney School in Belleville. Are there any new facilities planned or additions planned at that particular school in the near future?

**Hon. Mr. Wells:** No.

**Mr. Van Horne:** In terms of the first two items, I'm a little concerned about the fairly high percentage increase. If I read the numbers correctly, the salary adjustment reflects an increase of roughly 18 per cent.

**Hon. Mr. Wells:** Are you on page 63?

**Mr. Van Horne:** Yes, I am. The explanation of the variance there is that "recent salary awards to teachers represent the majority

of this increase." If the number of teachers is increasing, I can understand it a little more. However, if it's—

**Hon. Mr. Wells:** The salary increase, I think, in the last contract was 18 per cent.

**Mr. Van Horne:** And how did they get around the AIB on that one?

**Mr. Foulds:** Historical parallel with teachers in the community, because they've been underpaid for years.

**Hon. Mr. Wells:** That's right. Of the contracts that were negotiated over a year ago, many of them, you will find, are in the 18 to 22 per cent to even higher percentages that were approved by the AIB.

**Mr. Van Horne:** That is sort of a makeup. That explains the second one which is even a higher percentage, it is almost 24 per cent. So one would expect that next year we won't see such a high percentage increase.

**Hon. Mr. Wells:** It would not be proper for us to comment on what the increase will be because the contract is still being negotiated. It will depend on what the negotiations come out as.

**Mr. Van Horne:** I realize that is a hypothetical question, but if we are all here next year looking at this, I personally would not expect to see such a large percentage increase, if in fact, the reason for the high percentage increase this year is partially because of the makeup factor, or the catch-up factor.

**Hon. Mr. Wells:** Let me just explain. You may or may not be aware that the teachers in these schools negotiate under a special piece of legislation that was passed by the Legislature and is roughly equivalent to Bill 100, under which the teachers of the province negotiate, and that they have the full rights of negotiation, including the right to strike, and they carry on their negotiations with a body called the Provincial Schools Authority. They work through and use the services of the Education Relations Commission and so forth. They negotiate their terms and condition of employment, so that really the matters are not completely within our hands except to the point that we appoint the Provincial Schools Authority and I guess are directly connected with the management side of negotiations in this particular area.

At this point in time our appointees are doing the negotiating on the management side and the teachers are negotiating on the employee side. What we will finally arrive at, I don't know. As I say, they have full negotiating powers and we all know that there are certain Anti-Inflation Board guide-



lines and that those contracts, once they are signed, will go to the AIB to be approved, but that doesn't mean we go to the negotiating table and say, "That's it. Take it or leave it." We are committed to negotiate in good faith with those teachers, so it would be premature to say at this point what we will finally end up with.

**Mr. Van Horne:** For the other staff that is there, apart from teachers, is the salary or wage reflected on the back page? Where do I find the salaries of the maintenance, custodial and other people who work in these centres?

**Hon. Mr. Wells:** It is all under "salaries."

**Mr. Van Horne:** Is part of that reflected on the back part of your page there, that you are just looking at? Or is it not?

**Hon. Mr. Wells:** I am sorry, I got the wrong one. Yes, the salaries and wages in the \$12,565,300 represent the salaries and wages of teachers and non-teaching employees in the schools.

**Mr. Van Horne:** Then the back of page 64 is just a breakdown in part of what we have?

**Hon. Mr. Wells:** Page 64 is the next vote. Page 60 is the actual printed part of the estimates that relates to what we are looking at.

**Mr. Van Horne:** Oh, I'm sorry. I'm getting ahead then. Okay, included in this \$12,000,000 is the salary package for those non-teaching people that are working in the centres.

**Hon. Mr. Wells:** Yes. Do you want a breakdown of the teaching and non-teaching employees in the schools?

**Mr. Van Horne:** I would like that, if you could. Are the contracts renewed annually for non-teaching personnel too?

[5:00]

**Hon. Mr. Wells:** The non-teaching personnel are negotiated as part of the total civil service negotiating process, and they would be in the various groups. They group together large groupings, and they would be negotiated by the civil service association at different times with the Management Board.

**Mr. Van Horne:** Does non-teaching personnel include people who maintain the grounds, or just people working in the building? It's all-inclusive?

**Hon. Mr. Wells:** Yes, for all those people, except those services that are contracted out. In other words, cleaning is contracted out, so the people who come in to clean do not work for the government, but work for the

contractor, the person who has won the tender for cleaning.

**Mr. Van Horne:** They do tender for that?

**Hon. Mr. Wells:** Yes. They tender for the cleaning and for the food service, laundry and security. They don't use the OPP or the provincial security force.

**Mr. Van Horne:** Do you have the breakdown, or can someone look into that now?

**Hon. Mr. Wells:** We will obtain that for you.

**Mr. Foulds:** Mr. Chairman, I have two questions. What is the waiting list for each of the schools?

**Hon. Mr. Wells:** There is no waiting list.

**Mr. Foulds:** Do you mean that if someone now needs service there are places within each of the schools for people?

**Hon. Mr. Wells:** Yes; surprisingly, but yes.

**Mr. Foulds:** Are boards across the province aware of that? Is the Dryden board aware of that?

**Hon. Mr. Wells:** I would imagine so. Why, have they got someone—

**Mr. Foulds:** Evidently. I haven't checked out the case, but I'll be doing so.

**Hon. Mr. Wells:** Check it out and let us know, but that is my understanding, that there is no waiting list and that provision can be made there.

**Mr. Foulds:** In each of the schools, depending on the disability, presumably, and the geographic region that the student or pupil comes from.

With regard to the deaf, what is the ministry policy with regard to the total communication theory versus the limited theory, the limited techniques, that I gather have been used so far?

**Hon. Mr. Wells:** Perhaps Mr. Gragg could respond to that, I think it varies from school to school also, so maybe he can indicate the schools and the policy.

**Mr. Gragg:** The officially stated policy of the government is that where possible, visible English will be used. Visible English is a combination of the spoken word and finger spelling. We recognize that there are some cases of individual students where this is not the best method, and in those cases total communication can be and is being used.

**Mr. Foulds:** In all the schools?

**Mr. Gragg:** Yes.

**Mr. Foulds:** That's relatively recent, then, is it?



**Mr. Gragg:** That policy was enunciated, I guess, in 1973. The schools do report a differential rate in the amount of total communication that is being used. At the present time, there is an advisory committee to the director of the branch on the deaf, and represented on that committee are all aspects of people interested in the problems of communicating with the deaf. That group now that represents all directions of the compass on communication policy is formulating for our guidance revisions to that communication policy, looking at how well it has worked and where it has worked, and we should have this finished by October.

**Mr. Foulds:** If that is finalized, would it be possible for you to send that to me? I would certainly appreciate it.

**Mr. Gragg:** Not if; when.

**Mr. Chairman:** Any other questions on item 3? Carried.

Item 4, educational programs in the developmental centres schools.

**Mr. Van Horne:** Mr. Chairman, I would like to make a couple of very brief observations. There seems to be a fair increase in at least four of the centres. We have a few explanatory notes. I'm just wondering if the minister would like to say anything by way of further explanation about the increased costs?

**Hon. Mr. Wells:** Which centres?

**Mr. Van Horne:** The ones that I had ticked off were CPRI, Huronia, Rideau regional and Thistletown.

**Hon. Mr. Wells:** They're basically the same. It's the same contract. These teachers are all part of the group that negotiated in the schools that we were just talking about, and these are the large ones that you have indicated. There are more than 40 teachers in these institutions and therefore the increases amount to a fairly sizable amount.

**Mr. Van Horne:** There's no further explanation, no change in staff, no other reason than salaries?

**Hon. Mr. Wells:** It would reflect the benefits also. Salaries, benefits and so forth.

**Mr. Van Horne:** I'll hold off on any other questions for a moment, thank you.

**Mr. Foulds:** A parochial question: What accounts for the relatively minuscule increase in the Northwestern Regional Centre in Thunder Bay in percentage terms? Has there been a drastic staff reduction there? It strikes me that it's probably at about the middle of the spectrum in terms of total budget, and yet the increase is relatively small in com-

parison to the other increases. It's the second lowest one in the increase column.

**Hon. Mr. Wells:** I understand there are 17 teachers there, that a number are new and I guess they're on the lower end of the scale, and that accounts for the smaller increase in the budget for this year. There's been no change in staff in there.

**Mr. Foulds:** If there are a number of new teachers that indicates some dissatisfaction with working at the Northwestern Regional Centre, and you've had experienced teachers leave?

**Hon. Mr. Wells:** No, there was nothing out of the ordinary. There is a turnover of about five apparently.

**Mr. Foulds:** Is that the average turnover? Or did you have this all in one year?

**Hon. Mr. Wells:** Apparently most of it was accounted for by marriages and pregnancies, which may or may not be a normal occurrence each year.

**Mr. Foulds:** I wonder if you could take the question as notice and perhaps get more detailed information for me on that?

**Hon. Mr. Wells:** Exactly what would the member like?

**Mr. Foulds:** I'd like to know how many teachers left this year and what the reasons were. I'd like to know what the staff turnover has been over the last five years. I'd like to know what the growth or decrease in the student population has been over that period, and depending on that information I might have further correspondence.

**Mr. McClellan:** When the minister is planning for education programs at Huronia and Rideau regional centres, by way of illustration, what kind of information does he receive from the Ministry of Community and Social Services to enable him to plan for the future fiscal year's educational requirement, teacher-staff complements and those kinds of things? What is the process, first of all?

**Hon. Mr. Wells:** Are you talking about the numbers of teachers and so forth?

**Mr. McClellan:** That is right, in relation to the numbers of kids in the centres. What is the process by which your ministry and the Ministry of Community and Social Services arrive at a determination of the educational needs?

**Hon. Mr. Wells:** ComSoc does a demographic survey of the areas that the centres serve and then provides that information to us. Based on that, we arrive at the number of teachers that should be allotted to the particular facility. Our branch works with

their facilities branch to do it on a province-wide basis, so there is a fair degree of co-ordination between the special education branch and their facilities branch to mesh the educational needs with the students in the various centres.

**Mr. McClellan:** Right. So do you have a formula that is applied to the demographic data that they give you? Or do they give you a specific population projection for a given year for a given facility? How does it work?

**Hon. Mr. Wells:** Basically they tell us how many children will be there and what the problems are, and then we put the teachers in the centres.

**Mr. McClellan:** Do you have at hand the 1977-78 population figures that were given to you by ComSoc for Huronia and Rideau regional centres?

**Hon. Mr. Wells:** We can have them sent over. They are not right here at the moment.

**Mr. McClellan:** Fine. I have no further questions, Mr. Chairman.

**Mr. Chairman:** Any other questions on this item?

**Mr. Van Horne:** Just another observation: I realize the answer is the same, but again it's about the percentage increase. If you take a look at the figures that we have here, I think those of us who come back next year will be very interested to see—and I hope that I am one of the members back here next year—whether that percentage increase is the same, because that is awfully high. I don't want to belabour it. It is just that it is high.

**Hon. Mr. Wells:** Would you like us to get out the percentage increase in salaries for all the school boards in Ontario? You realize that it is very comparable. You would know from your own experience. The negotiations in these areas with these teachers have helped them to get salaries that were comparable to those earned by teachers working for local boards.

**Mr. Van Horne:** I am not asking a question. I am not going to answer your question. I am simply making the observation.

**Mr. Chairman:** Shall item 4 carry? Carried?

Item 5, correspondence education.

**Mr. Van Horne:** I was just wondering if there is any indication that the things we have read in the press, particularly during the past few days, about the number of drop-outs being on the increase, is reflected by an increase in the percentage of people taking correspondence courses? I am sure the correspondence people keep track of the type of person who is coming into the program

or coming on stream. Is it a valid assumption that those who are dropping out are, in fact, picking up through correspondence programs? [5:15]

**Hon. Mr. Wells:** I think that could be said to be partly true. During 1976-77 there were 42,704 new applications that had to be processed, and this was an increase of approximately 11 per cent over 1975-76. That indicates there is an increase in the usage. Correspondence education represents an opportunity for these people, as it does for all people, to take advantage of the opportunity to earn in the Ontario system the same kind of credits that can be earned in the day school program. There are many people availing themselves of this opportunity now. The oldest person taking correspondence courses is 95 years of age.

**Mr. Van Horne:** Hardly a recent dropout.

**Hon. Mr. Wells:** Hardly a recent dropout, but somebody who is really young at heart and wants to really keep with it.

**Ms. Gigantes:** As a matter of curiosity, what course is that person taking?

**Hon. Mr. Wells:** It is history.

**Mr. Van Horne:** Thank you.

**Hon. Mr. Wells:** The person is a female, taking a correspondence course in history at 95, which has got to be very encouraging.

By way of contrast, the youngest person in correspondence education is six years old. You will realize that there are a number of people taking correspondence courses who are out of the country and who want to take their program in the Ontario system. A lot of them are sons and daughters of people working in the foreign service or with companies that are posted in various places in the world where education in English is not available to them, and they take their program through the correspondence course. That is why we have a six-year-old, a 95-year-old and, in between, 76,638 other people taking correspondence programs.

**Mr. Van Horne:** Are there any complaints about the turn-around time between lessons being received and lessons being returned to the student? I know that is the common one you would expect.

**Hon. Mr. Wells:** Yes. I hesitate even to say this, because it is the usual answer, but it is a postal problem.

**Mr. Van Horne:** The 12-cent cost perhaps reflects two cents for delivery and 10 cents for storage. Is that right?

**Hon. Mr. Wells:** That's right.

**Mr. Van Horne:** But there is no problem in acquiring staff?

**Hon. Mr. Wells:** No, there's no problem in acquiring staff.

**Mr. Van Horne:** And what is the going rate now for staff?

**Hon. Mr. Wells:** For the associate teachers who mark the programs?

**Mr. Van Horne:** Yes.

**Hon. Mr. Wells:** It varies from \$1 for a grade one assignment to \$6.50 for a grade 13 assignment. That is what they are paid as an associate teacher to mark that assignment.

**Mr. Van Horne:** What kind of a change does that reflect over, let's say, the last two years?

**Hon. Mr. Wells:** That has been the fee range from about April 1976, and that represented a 30 per cent increase at that time. Before that, the fee range was from 75 cents to \$5.50.

**Mr. Van Horne:** And are these revised annually, every two years or how often?

**Hon. Mr. Wells:** They are studied annually but we change them as we are able to get the money in our budget to change them.

This is a very interesting program, as you can see, because it covers a wide spectrum of our population. It serves a very distinct need, but there is no charge for the program. We are kind of caught on the horns of a dilemma if we were to go out and advertise the program as some commercial endeavour might do. We could probably increase the number using the program quite significantly but it would also increase the costs, and within our general budget constraints we do not have an unlimited amount of money for correspondence education.

**Mr. Van Horne:** I realize that, and I am sure the public is most appreciative of the province's benevolence.

**Hon. Mr. Wells:** Here's a sample course if you would like to see one. It's correspondence course English E-422, lessons one to five.

**Mr. Van Horne:** The reason I am asking questions about the dollars and cents of those who are doing the associate work is that at one point in time I did that for two years, and I gave it up because evening school offered a better reward. That's an awfully mundane way to think about it, I suppose, but I was faced with a problem.

In asking these questions I am just wondering if enough is being paid so that you

are getting a quality job done. Are you satisfied with the quality of the job that is being done here?

**Hon. Mr. Wells:** Maybe Mr. Rees, who is the director of the branch, could make a comment on that. He is the one who most directly deals with this on a day-to-day basis.

**Mr. Rees:** Mr. Chairman, we are of the opinion that we probably have a Who's Where and Who's Who of teachers in this province. About 75 per cent of them are specialists in their subject field. The average experience is 15 years. Many of the people that we have are in positions of some kind of supervisory responsibility—heads of departments primarily. We are able to draw from that group the people who contribute to our program as well.

The advantage—and I will comment on the differential between marking and night school—the advantage that associate teachers seem to feel is to be gained from marking rather than teaching night school is that they don't have to do it between 7 and 9 on Tuesdays and Wednesdays. There is a flexibility in the marking and the evaluation that they appreciate.

**Hon. Mr. Wells:** Mr. Chairman, one of the courses here might be of help to some of us. It's called, "Rhetoric: The Art of Persuasive Speech."

**Mr. Chairman:** Shall item 5 carry? Carried.

Item 6, teacher education.

**Mr. Grande:** Mr. Chairman, I would like to have a few minutes with regard to this particular item. It obviously should be discussed more than ever, given the present situation in the system across the province. First of all, I want to find out what data or research the Minister of Education has regarding declining enrolments in the schools.

**Hon. Mr. Wells:** I would be very happy to give you the latest information on declining enrolment. Our statistical people put out a publication each year with the projections for the school system. This publication is distributed to the school boards and all those concerned on a regular basis, and it's called, Ontario Elementary and Secondary School Enrolment Projections. This one I have is for 1974 to 1983. There are others for 1975 and 1976. This is the statistical information to keep boards up to date.



What information would the member like? The projections for the next number of years?

**Mr. Grande:** The projections from 1975 on to the next few years.

**Hon. Mr. Wells:** From 1975?

**Mr. Grande:** Let's say from 1975 so that we can get a trend.

**Hon. Mr. Wells:** Do you want it broken down by elementary and secondary or do you want totals?

**Mr. Grande:** Just break it down then, if that is more convenient for you.

**Hon. Mr. Wells:** It does not matter. I have got elementary, secondary and grand total. I can give you both if you want.

**Mr. Grande:** No, let's break it down by elementary and secondary.

**Hon. Mr. Wells:** For 1975, the figures are: elementary, \$1,389,478 actual; secondary, \$605,160; total, \$1,994,638; for 1976, elementary, \$1,360,276, projected; \$1,360,085, actual; secondary,\* \$610,234, projected; \$613,055, actual; total, \$1,970,510, projected; \$1,973,140, actual; for 1977, elementary, \$1,327,257, projected; secondary, \$610,828, projected; total, \$1,938,085, projected; and for 1978, elementary \$1,292,502, projected; secondary, \$609,469, projected; total, \$1,901,971, projected.

Do you want me to keep going? The bottom of the trough in elementary comes in 1981. In 1981, we project \$1,252,646.

**Mr. Grande:** Fair enough.

**Hon. Mr. Wells:** Secondary in 1981 is \$548,892, projected, for a total of \$1,801,498.

**Mr. Cooke:** Where does the secondary bottom out?

**Hon. Mr. Wells:** We are not sure about the secondary. The projections are to 1986 and it has still not bottomed out there.

[5:30]

**Mr. Grande:** Well, they will in five years' time I guess—after 1981.

**Hon. Mr. Wells:** Well, it should, but we haven't started to project that. We are down to \$495,817 in 1986, on the projection.

**Mr. Grande:** The point is that it is apparent that the enrolments are declining, especially for elementary schools where they seem to be declining rather substantially. Of course, secondary schools will be affected five years later.

What I'm trying to lead up to is, given the declining enrolments, how is the curriculum

of the teachers' colleges any different? In other words, it is obvious that in the future we are not going to be needing as many teachers as we need today or as we needed two or three years ago when the peak was reached.

**Hon. Mr. Wells:** Your question is, how are the courses different?

**Mr. Grande:** How is the curriculum at the teachers' colleges different? How is teachers' training different, given the factor of declining enrolment? Is there any difference whatsoever in terms of what is offered at teachers' colleges?

**Hon. Mr. Wells:** I don't think you could say there has been anything significantly different offered in the curriculum, particularly because of declining enrolment at this time; I think the curriculum is different because there have been new methods of offering teacher training courses, there have been new directions such as those we talked about in special education and in other areas where there have been directions that have caused modifications in teacher training. In the university programs, they have been developing their own methodology in teacher training. So you find different ways of teaching the course than you did two or three years ago. But not specifically because of the declining enrolment—I'm not sure that there is anything different being done in the curriculum end at this time.

I suppose the one thing that is happening, though, is that we are moving to more flexibility in teacher training; in other words, to allow the teacher to be more adaptable to whichever of the panels he or she wishes to teach in. We are slowly working toward a new certification policy, the Ontario teaching certificate, rather than the wide variety of teaching certificates that we have had.

**Mr. Grande:** In other words, the teachers' colleges, in terms of curriculum content, are not reflecting the special needs that are emerging? Is that what you are saying? If you are saying the content in the curriculum is the same—

**Hon. Mr. Wells:** No, I said the content was different in the curriculum but I don't think this has necessarily come about because of the declining enrolment; it has come about because of new demands of the school system, the new demands in special education, in French as a second language, multicultural demands, all these things are suggesting new directions in the curriculum. But not as a result of declining enrolment.

**Mr. Grande:** Let me put it another way: As a result of declining enrolment, are there

not teachers who are being trained right now but who are trained in other areas—specialty areas, if you like; areas that five, 10 or 15 years ago there was no need for. Therefore, you're not turning out just an elementary school teacher, but you are turning out an elementary school teacher with expertise in a particular area. Is that right?

**Hon. Mr. Wells:** Yes. I think that over the past couple of years, this has occurred. Teachers have been graduating with not only the basic teacher training, but special certificates in certain areas. But that trend is vanishing now. We are moving to those special certificates as add-ons rather than as part of the one-year basic teacher training. In other words, those special certificates, those special things that they learn, will come as an add-on. I suppose that may mean for some people two years of teacher training, rather than one. That may be one of the directions that we will get into. You might say that that could be a result of the declining enrolments. We find ourselves with that flexibility, because we are not under such great pressure to turn out teachers.

**Mr. Grande:** Do you have any plans for retraining teachers who are presently in the schools? I suppose you could say that that is under a different item, in terms of professional development. Do you have any particular plans for retraining those teachers; because by the way the enrolments are going right now, in your terms, they are going to become redundant in about four, five, or six years.

**Hon. Mr. Wells:** At the present time we are looking basically at summer courses and winter courses that are offered. But we are in the very early stages of looking at ways that, perhaps, OTECs could fulfil a much greater role in this particular area of in-service training for teachers who are presently in the system. It may be that the OTECs can move to that kind of a use in the next year or so, rather than as a straight pre-service training institution. But it is in the very early stages. We have just begun to talk about it.

**Mr. Grande:** It is logical to me that if you are moving into the area of professional development and are retraining teachers who are right now in the classroom, you will be doing something in the teachers' colleges in terms of offering a different type of curriculum, a different type of content. Otherwise, in two or three years' time, the teachers who are going through the teachers' colleges right now, are going to have to be

retrained that much faster. That is what I was trying to get at: what changes have taken place at the teachers' colleges within the last two or three years? So we have courses in the multiculturalism that you were talking about earlier?

**Hon. Mr. Wells:** Yes, yes.

**Mr. Grande:** Do we have courses in English as a second language?

**Hon. Mr. Wells:** Yes, yes.

**Mr. Grande:** Do we have courses in early childhood education—

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** —and are they being offered? Do we have courses in adult education and continuing education in teachers' colleges? Obviously, as far as I am concerned that is a field that we are going to be moving into at a rather rapid rate within the next five to 10 years. We do not necessarily need teachers to teach children between the ages of six and 18, but we need teachers to teach adults and retrain adults. Is this taking place at teachers' colleges?

**Hon. Mr. Wells:** The one that you listed first, yes. But I don't think there are any teacher training courses in that latter area at the moment, no.

**Mr. Grande:** Well, let's go specifically to early childhood education. Are the early childhood education courses strictly offered at community colleges?

**Hon. Mr. Wells:** You are talking about teachers of early childhood education. Yes.

**Mr. Grande:** Are they taught only in community colleges, such as Seneca or Humber?

**Hon. Mr. Wells:** No, there are summer courses given by the ministry in early childhood education that give this certificate to a teacher, a certified teacher who takes the course in early childhood education, special education guidance and so forth.

**Mr. Grande:** But that's a summer course. Let's not confuse the matter. It's a summer course to retrain a teacher who is already teaching.

**Hon. Mr. Wells:** That's right.

**Mr. Grande:** Well, I'm talking about teachers' colleges.

**Hon. Mr. Wells:** Teachers' colleges are not offering courses in early childhood education for people who will be in early childhood education facilities.

**Mr. Grande:** So in other words you are doing very little to effect a smooth transition in the deployment of teachers who are right now in the system or whom the

teachers' colleges are turning out, and who hope eventually to find a job somewhere in Ontario. You're not offering that kind of transition. Next year we're going to have 159 or 200 teachers in North York, 159 in Toronto and others in the boroughs of York and Etobicoke et cetera, who will be considered redundant. You're not effecting any kind of training at the teachers' colleges so that these teachers can go into areas needed by the system.

**Hon. Mr. Wells:** These teachers are free to offer their services in a wide variety of areas, based on the training and the experience that they have had. But your other question was, are we teaching early childhood education to people in the teachers' colleges? The answer is no. The community colleges have courses; they are the educational facilities teaching early childhood education. They're not interchangeable. In other words, the early childhood education person is the person who is available in the day-care centre and facilities like that; and the teacher is available to teach in the schools.

**Mr. Grande:** Let me take these one at a time, as suggested earlier, and I'll have something to say about early childhood education in a few minutes.

**Hon. Mr. Wells:** I should say that I'm not absolutely sure on this, but I think I'm right, in saying there's nothing that would prohibit a teacher from being hired by a day-care centre. I don't think the regulations would prohibit that teacher, who, if she had been teaching young children in the school system, with a teaching certificate, could be hired in a day-care centre.

**Mr. Grande:** Except that that teacher might not have the appropriate skills.

**Hon. Mr. Wells:** That would be for the centre to decide, based on her records at the school board. The reverse of that is, of course, not possible. It's not possible for the early childhood education graduate to be hired to be a kindergarten teacher in the school system.

**Mr. Chairman:** Mr. Van Horne would like to ask a question.

**Mr. Van Horne:** It's related to that; that is, of course, the pre-kindergarten program.

**Hon. Mr. Wells:** The junior kindergarten.

**Mr. Van Horne:** Junior kindergarten or pre-kindergarten—the early childhood teacher may not work as a certificated teacher in a program such as that. I have a question. I don't know whether Mr. Grande is finished or not.

**Mr. Grande:** No, not yet.

**Mr. Van Horne:** Just getting warmed up? I think there's really a very basic issue in this whole matter of teacher education.

**Mr. Grande:** There certainly is.

**Mr. Van Horne:** To me it would seem to be what some people are calling the ethics of teacher supply. At what point does the ministry step in or does the ministry ask for involvement from federations and people in faculties of education, et cetera, and say, "It's time, folks, that we limited the number of people entering teachers' colleges, or colleges of education or OTEC." I've heard of a royal commission or an investigation of some kind; it has been rumoured and I don't know how factual this is or not. Is this your thinking?

**Mr. Grande:** If Mr. Van Horne wants to ask these kinds of questions when his turn comes, he can. I am going to lead into that type of discussion, I'm just asking preliminary questions. I will not take an inordinate amount of time, you can be sure of that, but I would like to go through these particular points, if I may. Definitely, I agree with you, it's a very crucial question; it has to be addressed. As a matter of fact, I don't think it should be addressed now; it should have been addressed seven years ago. But, obviously, the Minister of Education has not done it.

In terms of multicultural education, you were saying that courses are offered in multicultural education at the teachers' colleges. Could you give me the names of the teachers' colleges where this is offered because I have no idea of that?

[5:45]

**Hon. Mr. Wells:** It's a summer program.

**Mr. Grande:** So you are going again to the other item—professional development?

**Hon. Mr. Wells:** It's offered at OTECs. But I'm sure that I recall in my discussions with them it is to be part of the regular course at the OTECs. I don't know about the universities but it is to be part of the regular component of the regular program at the OTECs. They are our own, too. We have a fairly rapid input to curriculum at those and can effect changes much more rapidly than at any of the universities.

**Mr. Grande:** But it is not taking place yet. It is not effected. It is not at the teachers' colleges.

**Hon. Mr. Wells:** The summer course is in motion, yes.



**Mr. Grande:** I'm not trying to confuse the two items. I'm trying to stay with one item, namely the full-time teachers' college, as opposed to professional development—summer courses and other ministry courses that teachers can avail themselves of. So there is nothing on multiculturalism there?

**Hon. Mr. Wells:** September.

**Mr. Grande:** This September?

**Hon. Mr. Wells:** September, at the Ontario Teacher Education Colleges, yes.

**Mr. Grande:** Is this the course that was developed by Catharine Machalski last summer or last year, that you are referring to?

**Hon. Mr. Wells:** That was the summer program.

**Mr. Grande:** I'm trying to find out if this September it is going to be a different course, different content, different kinds of guidelines, or is it the same course that was developed, I believe it was last year?

**Hon. Mr. Wells:** I had better find out for you because I don't think we know for sure right at this point. We'll have to get that information.

**Mr. Grande:** You were saying earlier in response to the member for Port Arthur that school boards can use the transitional language program in special ed. You only accepted that principle, I believe, last year. Now you are saying that it could be used all over the place. And yet the teachers are not prepared to use it. How many teachers who have a language other than English or French are at the teachers' colleges right now?

**Hon. Mr. Wells:** I can't tell you the number, but I suspect that there is quite a large number. In the selection process we've been using that as one of the criteria to try to be sure that these people are available for the school system—people who have one or two extra languages. It's very helpful.

**Mr. Grande:** Is that right? Let me talk about those criteria. What are the criteria? What are the requirements that a teacher has to fulfil or a teacher-to-be has to fulfil in order to get into teachers' college? As far as I understand it, it has been for the last two or three years on a first-come, first-served basis, has it not?

**Hon. Mr. Wells:** Not this last year it hasn't, no.

**Mr. Grande:** Last year when I called certain people in your ministry they did say it was on a first-come, first-served basis.

**Hon. Mr. Wells:** That's last year. We are talking about this next coming year.

**Mr. Grande:** Well, okay. I'm talking about this year—this coming year.

**Hon. Mr. Wells:** This year for those who have been accepted it's based on selection criteria and—do you want me to read them out to you? There's a personal interview, a written test and a university transcript. Briefly:

"A candidate may not be considered eligible for final selection as a successful applicant until he or she has had a personal interview, written a qualifying test, submitted a conclusive university transcript showing degree confirmed, and completed all requirement documentation. The personal interview constitutes a half hour's time, approximately. The written test constitutes a maximum of two hours' time. The university transcript reveals a candidate's scholastic achievement.

"In the interviewing process, associate teachers, principals and vice-principals, consultants and board supervisory officers in concert with OTEC faculty members shared in the selection of candidates. Number of candidates to date during the months of February and March at OTEC Toronto: 2,300 candidates proceeded through interviewing testing procedures; and at OTEC Hamilton, 1,300 candidates were interviewed and tested. The closing date for applications was April 1, 1977. The current procedures of selection will be studied after this first year's process has been completed and evaluated and refined for implementation in the 1978-79 season."

**Mr. Grande:** All right. So you have given me the criteria—the requirements. Why is it that last year I had two cases of people who desperately wanted to get into teachers' college and the deadline, at that particular time—I don't know whether you have changed it now or not—was July 31? This person found out that by June, I believe, there had already been more applications than there would have been spaces available—both at Toronto and in Hamilton.

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** What is this July 31 deadline? What is it all about?

**Hon. Mr. Wells:** That was the deadline a year ago for applications.

**Mr. Grande:** So, you changed the deadline now?

**Hon. Mr. Wells:** Oh, yes. This was changed around Christmas time—Christmas last year, or late fall.

**Ms. Gigantes:** Could I follow that up? You indicated to Tony that you had changed the selection process so that somebody with

a second language would receive preference. But that is not indicated by what you just read

**Hon. Mr. Wells:** The university transcript and the interview and so forth are where that information is elicited from the person. That is part of the selection process that goes on. In the statement that I recall making when we instituted this new process—which replaced the first-come, first-served situation which had been in effect at teachers' colleges for a number of years—I think I indicated it would be based upon certain criteria and on the needs of the school system. That's what we are trying to get at in the interview process—that the selection would be based on what were also the needs of the school system: people with two and three languages, people who were prepared to teach certain special education functions, people who wanted to go into the French as a second language program, and so forth.

**Mr. Grande:** But whenever that change came about, I wonder if it was followed with a further change, rather than just changing the deadline. Was it followed by the change that applicants are not asked to submit a birth certificate if they were not born in Canada? Is that procedure still in operation?

**Hon. Mr. Wells:** We still ask for a birth certificate or proof of age. It is tied in with superannuation. You need some proof of age.

**Mr. Grande:** But that is a requirement for entering the teachers' college, is it?

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** Could I suggest to you in a mild way, because actually that's my—

**Hon. Mr. Wells:** Canadian citizenship or landed immigrant is another requirement.

**Mr. Grande:** Okay. That is where the confusion exists. These two particular people were asked to have a birth certificate from their country of origin, even though they have been in Canada for 20, 22 or 23 years. As a matter of fact they came to Canada when they were four and five years of age.

At the time that they became aware that a requirement was a birth certificate—because there are not many times that you are asked for a birth certificate—these people wrote to their country of origin trying to get a birth certificate. By the time they received the birth certificate and they could comply with the requirements, already the number of applications to the teachers' college had arrived at, I believe, 1,500 or 1,600 and

only 1,200 applicants were going to be considered.

I want to suggest to you that having a birth certificate requirement keeps out of the system, out of the teachers' colleges, exactly those people you indicated a few minutes earlier you're trying to encourage to get into it. I don't understand why.

**Hon. Mr. Wells:** It won't now. It may have in that first-come, first-served process, but it certainly won't now.

**Mr. Grande:** In other words, Canadian citizenship is enough. They don't have to provide a birth certificate.

**Hon. Mr. Wells:** They have to provide a birth certificate, baptism certificate or other acceptable proof of place and date of birth.

**Mr. Grande:** But in terms of the requirements for admission to teachers' college, why is it not that Canadian citizenship is enough and then at a later time they could provide the birth certificate? Why is it that it has to go with the application?

**Hon. Mr. Wells:** I don't know. Is the point you're making that you don't think they should have to supply a birth certificate?

**Mr. Grande:** No, it's not that at all.

**Hon. Mr. Wells:** If they want to play minor league hockey, they're going to have to supply a birth certificate. I get birth certificates out for my kids all the time to play every community sport they go in.

**Ms. Gigantes:** They were born in Ontario. It's easy for you to get a birth certificate for them.

**Hon. Mr. Wells:** Yes, but anybody who is here would have to supply that birth certificate. The minor sports association won't let people play unless they bring a birth certificate down to the game with them.

**Mr. Grande:** You're diverting from the point.

**Hon. Mr. Wells:** No, you're suggesting that it's some unusual occurrence to have to have a birth certificate. I'm trying to indicate to you that in a lot of things that we do in society today, we're asked to have a birth certificate to show to somebody. I guess all we're really saying here is to provide a proof of age.

**Mr. Grande:** I'm saying to you if you want a requirement of a birth certificate from these people who are attempting to get into teachers' colleges—these people who have two languages or three languages, and who have a cultural background that might reflect the cultural background of the children in the field, in the classes and in the schools—



then say to them that they can send in their applications with Canadian citizenship for the time being as enough, and then they can give a birth certificate. I would not want the birth certificate and the delay for those students to get a birth certificate from the country of origin to jeopardize their entry into teachers' college. That's the point. It did last year for two of them.

**Hon. Mr. Wells:** We're probably dealing with an unfortunate case where somebody has stuck very closely to the letter of the law. This says "or other acceptable proof of place and date of birth." A passport would be perfectly acceptable in my terminology and I would hope in anybody's, if they just said, "Here's my passport which says on it date and place of birth."

Another requirement is proof of Canadian citizenship or landed immigrant status. The birth certificate is not there for the purpose of proof of citizenship or landed immigrant status; it's there strictly for proof of age. That's all it's there for, I guess the proof of age is there for the superrannuation.

Your indication to me, your line of questioning, is that it is somehow discriminatory to ask people for a birth certificate. Is that so?

**Mr. Grande:** Not in general. I'm not making the general point that it's discriminatory to ask for a birth certificate. For heaven's sake, as you pointed out, we're asked all the time. The point is that in order for those people to get that birth certificate, they were prevented from entering teachers' college because from the time they sent away for the birth certificate in the country of origin to the time they received the birth certificate and applied two or three weeks, or, in certain cases, a month or a month and a half had elapsed. By that time those people found themselves to be number 1,500-odd at the teachers' college. When you have a first-come, first-served basis, you effectively left those people out. That's all I'm saying.

**Hon. Mr. Wells:** Did you talk to me about that at the time? Did we look into it? I'm trying to recall.

**Mr. Grande:** I talked to some of the people in the ministry in the standards certification branch.

**Hon. Mr. Wells:** If I had been the person handling the admissions—and I don't know what our staff did in that case and I'm not going to offer any judgement on it—I would have accepted the application at the time of submitting and then asked them to get the birth certificate back to me as soon as they could get it.

**Mr. Grande:** The point is that those people did not submit the application because they were waiting to fulfil that requirement before they submitted the application. That's the whole point. It's already bridge under the water.

**Hon. Mr. Wells:** Water under the bridge.

**Mr. Grande:** Water under the bridge. The idioms of the English language get me sometimes.

**Hon. Mr. Wells:** I follow your point and I think that's very unfortunate. I can understand they wouldn't do that if it said they had to submit that with their applications. In that case, I would have said, "I want to submit my application now. It's going to take me a month or a month and a half to get the birth certificate. Will you take the application and I'll supply this to you when it's ready?" That's not unlike people submitting applications to universities before they ever have their grade 13 marks. They take them in and it's all done based on what happens with those marks when they're obtainable.

**Mr. Grande:** Can I suggest to you, if on that application to teachers' college that requirement still exists and it's written, that you will take that out? You could say in a note at the end, "We require a birth certificate. When you receive it from wherever you are sending to get it, then you could give it to us."

**Hon. Mr. Wells:** Yes, I think your point is well taken. What we should really say is that we require a proof of age and then put in brackets, "This can be supplied through a variety of ways," and leave it to the person to do it.

**Mr. Grande:** All right.

**Hon. Mr. Wells:** That's really what we're after.

The committee recessed at 6 p.m.



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 Foulds, J. F. (Port Arthur NDP)  
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 O'Neil, H. (Quinte L)  
 Van Horne, R. (London North L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

**Ministry of Education officials taking part:**

Bergman, Dr. G. D., Director, Special Education Branch  
 Dunn, Miss D. H. M., Director, Teacher Education Branch  
 Cragg, S. C., Chief Education Officer, Special Schools, Special Education Branch  
 Rees, J. F., Director, Correspondence Education Branch



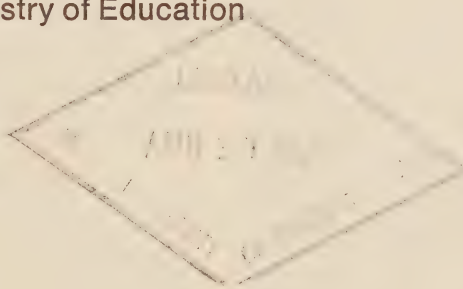


# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



### **First Session, 31st Parliament**

Tuesday, July 5, 1977

Evening Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

TUESDAY, JULY 5, 1977

The committee resumed at 8 p.m.

## ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 6, teacher education:

**Mr. Chairman:** We have a quorum. Mr. Grande, you were the last speaker.

**Mr. Grande:** Thank you, Mr. Chairman. When we ended I was talking about teacher training and teachers' colleges, and I was attempting very hard to leave two items separate, one being teacher education and the other one professional development, but the minister seems to go into both of them, so if it's okay with you, I can discuss both at the same time.

I was at the point that I was talking of multicultural education, multicultural courses, and to the extent that they were being initiated or being set up in the teachers' colleges during the day, as part of the teachers' college or teachers-to-be curriculum. The minister, I think, said there are no such courses during the day as yet, but there is a summer program available for professional development purposes.

The question that I would like to ask, and it's more rhetorical than anything else and I admit that, is why is it that if we do have a course that you and some of the people within your ministry worked very hard to set up and invited trustees from as many different boards and expert people—you know I follow that very closely—why is it that we cannot put that course into the teacher college and thereby begin to give teachers-to-be an idea, an understanding of the children's background, an understanding of what multicultural education ought to be about? I've always maintained that unless a teacher really understands the cultural background of a child, that teacher, even with the best intentions in the world and all the best techniques in the world and best pedagogy in the world cannot really reach that child.

Perhaps I'm wrong, but I maintain that the cultural dimension is just as important as the dimension of emotion, of intellectual and social dimension, that we hold very high within the education process.

Also, there is that basic element of humanness, I suppose, which in essence says to the child that it is okay in terms of talking about your culture and your background in the classroom. It is okay to bring those particular experiences that you have prior to coming to the educational institution or to school. We can take that into account. As a matter of fact not only will we take that into account, but we'll make use of your experiences to further your formal education.

That's really, in a nutshell, what multicultural education ought to be all about. What I'm suggesting to you is that courses set up at the teachers' colleges could really do a tremendous amount in terms of giving teachers-to-be an understanding, an appreciation, a knowledge of the different cultural backgrounds, especially as they are reflected in Metropolitan Toronto and in the other large urban areas, and what's news to me about Thunder Bay and the Sault, about 35 per cent—well, obviously more than 35 per cent—of children in their school systems reflecting other backgrounds.

Given the fact that we do have declining enrolments and in one of your publications done by Dr. Rideout, Meeting Problems of Declining Enrolment, it shows in one of the charts that for children aged six to 13, 1971 seems to be the peak point in terms of enrolment in the schools. From 1971 to 1981, there's going to be a steady decline. For students aged 14 to 17 it seems to have peaked in 1976, last year, and it is beginning to decline to 1986. Therefore, what I am suggesting again to you is that the teachers' colleges ought to reflect that fact, in the sense that we are going to be having a lot of the teachers who are presently within the system not going to find employment within the system.

We should stress retraining at the teachers' colleges. We should be stressing the special needs of children, because even though we are going to have fewer children in the classroom, with our knowledge in the past 10 to 15 years of what education ought to be about we find that we are getting an in-depth understanding of what the education process is all about. Therefore, the teacher is going to be asked to do a tremendous amount of

planning, and have a tremendous amount of involvement with the children involved within the education system itself, because we are beginning to get the idea that education is quite apart and different from schooling.

If we talk about education, definitely then we are not talking about grades one, two, three, four, et cetera. We are not talking about the lock-step type of system, but we are talking about continuous education. Beginning from where the child is, we are talking about all the kinds of principles that educators maintain to be essential in terms of providing a good education.

Therefore, when I was talking to you earlier about early childhood education, it seems to me that when you take the factor of the availability of physical space in our schools—empty classrooms; when you take into account the factor of the early years and what the early years really mean to later academic achievement or performance; when you take into account the factor that kindergarten programs have been accepted, by and large; and when you take into account that junior kindergarten is accepted but not in a universal way, it seems to me that early childhood education provides a real opportunity for training the future teachers. It is a real field that we should be getting into.

The other field, of course, as I mentioned earlier, is adult education. Those two in particular provide the direction of education in the next 10 to 15 years. You from the ministry should be providing, and I mention that word again, the leadership in making sure that we are going in that direction. You should be providing the leadership in making sure that junior kindergarten is accepted universally. You should provide the leadership so that the empty classrooms in our schools are, or can be very easily, changed into day-care centres, so that the teachers who come out from the teachers' colleges or from any other institutions will be able to seek employment and find jobs in those particular areas.

You should also be talking about, as I was mentioning, in terms of English as a second language, getting into third languages and also into the transitional language classes which you seem to have accepted a year ago, but I don't see any other steps forthcoming.

[8:15]

The third languages are going to be coming in in a very real way within the next few years, five to 10 years I would say. You're starting with a very minimal step, but at least it's a step, as far as I'm concerned, in the right direction.

Leaving aside all the politics for one minute, I think that step was necessary and you have the good sense to start it. I personally want to see it going further from here, so that it becomes an integral part of the education of a child and becomes an integral part of the education system itself.

Whether the child learns in English or French or Japanese or Italian or any other language doesn't make any difference because it's a medium of instruction, it's a vehicle; language is a vehicle, it is not education content itself. If we change the vehicle from one language to another, that does not mean that the child will learn less than another child. If that were the case we would all be learning in the English language throughout the world. That's not the case obviously.

Therefore you should not be reluctant to move into that area, because to my knowledge being taught in two or three different languages has a beneficial effect on the mental processes and to the development of the mind, in terms of developing different kinds of mental processes. I see that direction as being very salutary for the education system.

What I'm trying to do in this particular area in teacher education is to give you and the ministry directions in terms of where you should be going. When I see the disruptions that are coming about in the communities, both at the local level and in the teaching profession, because of the declining enrolments, then I say, "Look, something has to be done to make this process smoother, so that there is no upheaval within the communities in terms of closing down schools or from having so much empty space." I think that if we move into it in a very methodical, co-ordinated way, with goals and directions, then we would eliminate these crises and that's my intention.

As I said to you the other day, I don't want to come to the point where there is a crisis and then we have to act. I want to start five or 10 years before the crisis develops so that there is no need for that crisis to develop. That's my view of education.

Mr. Chairman, that's all I want to say on that item. I hope that the minister will comment on these directions I'm suggesting and will comment on how the teacher institutions are going to be reflecting those kinds of directions, if he considers those directions to be sound. Thank you Mr. Chairman.

Hon. Mr. Wells: As I indicated earlier, the multicultural component will be introduced into the Ontario Teacher Education College programs, our own programs, in



September, 1977. I've looked at it over the supper hour and I see there is going to be a component in the foundation program that will help teachers, particularly those who will find themselves teaching in Metropolitan Toronto and other places where this is a very important consideration. Coupled with that will be the arrangement that those teachers can teach in inner-city schools and so forth.

That will be coupled with the special-ed provisions and so forth introduced into the foundation program. There is also our emerging idea that extra programs should be an add-on, and that we can't keep crowding more and more things into the one year. There are going to have to be certain add-ons for people who want specific speciality arrangements.

I quite freely admit at the present time we're doing that add-on process through summer courses rather than through pre-service or full-time programs in the teachers' colleges. There is nothing wrong with that because that is a pretty viable way to operate, given the fact that a teacher has a 10-month period and then two months in which to take advantage of a program without its interfering with the regular employment with the board.

**Mr. Grande:** Except that you are doing it at the teachers' colleges and then you're going to undo it or redo it as professional development. That is what I am suggesting.

**Hon. Mr. Wells:** I don't follow how we're going to undo it.

**Mr. Grande:** If a teacher is going to be coming out of the teachers' college not having an understanding, let's say, of multiculturalism, what you're going to do is to encourage this teacher to take summer courses to have that information because obviously you see it as being desirable. What I am suggesting is do it at the teachers' college level so that you eliminate the other step.

**Hon. Mr. Wells:** I really think we're talking about two different things. What we'll do at the teachers' college will make all teachers who graduate from that particular institution have a certain awareness of multicultural education, but there will be those who will want to go beyond that awareness. We can't do it all in a one-year program at teachers' college to the depth that some teachers may wish to go in that particular specialty, which we will then offer in further courses.

The same applies in special education. We can have teachers who graduate with an understanding of the early identification process and a more general understanding of special education so they understand what it is all

about and can be part of the process. But still those people who want to go into it further and become teachers in special areas, even English as a second language and so forth, may want to take special courses after that.

All I am saying is I don't think we can expect to do it all in one year at teachers' college. We will do it and we are planning to do it in two ways: through summer courses and possibly—and this, as I say, is still in the developmental stage—some other role that OTEC can play with teachers who have already graduated by updating and giving them a chance to develop these specialties.

The early childhood education course involves three summer courses to get your certificate now. It is a fairly long course, and the multicultural one is the same, three summer courses. That is a far different course from the one that will be given in teachers' colleges. I don't think you really mean we should give the whole course, that takes three summer courses to attain for someone who has specialized in it, to get that all in their one year, as they also get all their basic foundation training to become a certified teacher.

**Mr. Grande:** All I am saying to you is that you are going to have to instruct or prepare for the next 10 years a different type of teacher from that which you prepared in the last 10 years. The teacher is going to be having different skills and different requirements than right now. Therefore, I'm saying that the teachers' colleges have to reflect that difference.

**Hon. Mr. Wells:** I only agree with you on that to a point. We've still got 1.8 million or 1.9 million students. With some of the enrichment processes we want, the teachers still have to be prepared as they have had to have been prepared in the last little while. You're talking about certain preparation so that teachers can be prepared not only to teach in a regular classroom but will be prepared to get other jobs as well. I am not sure we can do all that in one year and I'm not sure that we should.

**Mr. Grande:** Do you require students right now to have a Bachelor of Arts degree?

**Hon. Mr. Wells:** For admittance to a teachers' college?

**Mr. Grande:** Yes.

**Hon. Mr. Wells:** Yes.

**Mr. Grande:** Therefore, perhaps the three years prior to coming to teachers' college, if those people obviously are interested in going into the teaching profession, will be more in terms of specialization in education, as

they are, I understand, at York University right now.

Hon. Mr. Wells: Yes. There are certain programs. York and maybe some of the others offer a concurrent program.

Mr. Grande: Lakehead.

Hon. Mr. Wells: But I could argue the other way, that perhaps it is better for the person to take the general BA and keep their options open to an even greater extent than they do if they take a special concurrent teacher education program from the day they get into university. Remember, these people do have a general BA and then decide after that to take the one-year teacher training, a consecutive year.

Mr. Grande: All I'm saying in essence to you is let us begin educating our teachers for areas in which they can find employment.

Hon. Mr. Wells: Yes.

Mr. Grande: That's all. Then we don't have situations like this particular year when there are over 1,000 teachers coming out of teachers' college and certain boards only hiring 15 or 16 new teachers for a complement of 500 or 600 teachers. That's the situation.

Hon. Mr. Wells: I know. I appreciate what you are saying, but what I'm trying to rationalize in my own mind is how far should the teachers' college go to training that person not only for teaching but a host of other jobs. The purpose of that year is to train that person to be a teacher in the schools and to teach certain ancillary related things, but not to provide a wide scope so that that person will be trained in a whole variety of ways that will guarantee a job.

There are other ways and other places to take training. If that is the training they want for some other form of employment, then they should look there rather than to the teachers' college. I don't think we can so broaden the course that it can guarantee them employment in a whole host of opportunities. I think it can be broadened to encompass those areas very closely related to teaching. But even for the daycare facility—as I say, teachers' colleges are not really training people for daycare facilities. That's the job of community college courses.

Mr. Grande: All right, they are going to be trained elsewhere. That's fine. What I'm suggesting to you is that there are going to be a lot of empty spaces in the classrooms, in the schools and throughout this province. You are going to have to use those spaces for other purposes, for adult education or for daycare centres—

Hon. Mr. Wells: Agreed.

Mr. Grande: —or whatever the case might be. You have to prepare the professional to the job.

Hon. Mr. Wells: Your colleague perhaps who has been following the social development field could tell us better than I could, but I suspect there are a large number of graduates of the early childhood education program who are expecting to move into those daycare centres that are created in schools or wherever they may be created. In other words, their anticipation is that those jobs will be there for them.

In fact, they are asking for the opposite. They would like to be able to move in and teach in the junior kindergartens, something which we haven't agreed to. They would like to be able to be accepted as having teaching certificates and move in with an equivalency with their qualifications to teach in the junior kindergartens or the senior kindergartens or even grade one, which we haven't agreed to.

Mr. Grande: All you are saying is that what I have been talking about are observations of what I see coming up in the next 10 to 15 years. You are saying we will have to work out the practicality of the situation.

That's fine, I understand that. I was purely offering it as a direction, not necessarily for implementation today, tomorrow or whatever. It's a direction in which education is heading. I think we have to take into account those particular directions, taking the facts that we have before us and which we have had before us for the last 10 years.

Hon. Mr. Wells: Not meaning to put words in your mouth, if I could logically carry those observations further, what you are saying is keep all the teacher training facilities going as they are now and don't limit enrolments in them. Is that what you are saying?

Mr. Grande: I am suggesting to you that you diversify the type of teacher that comes out of the teaching institution.

Ms. Gigantes: You could cut the enrolment in half and still do that safely.

Hon. Mr. Wells: But you haven't said that yet. Is that what you would suggest?

Ms. Gigantes: Cutting the enrolment in half?

Hon. Mr. Wells: Yes.

Ms. Gigantes: We've suggested that the enrolment should be cut, as you know.

[8:30]

Hon. Mr. Wells: No, I didn't know. I wasn't sure.



**Ms. Gigantes:** It was published recently in an OSSTF statement.

**Hon. Mr. Wells:** I scan OSSTF publications fairly quickly and I try to read them all. It must have been in the small print.

**Ms. Gigantes:** No, it wasn't small at all. I can give it to you if you like. I've got it here.

**Hon. Mr. Wells:** I'm sorry, I didn't really realize that you'd really said that, that you felt the enrolments could be limited in those institutions.

**Mr. Van Horne:** In answer to questions raised, I would like to pick it up at that point. Do you have anything to add to that?

If not, Mr. Minister, before the supper break, I had asked the question about the royal commission, if I'm using proper terminology, on declining enrolment and then, of course, obviously the relationship between that and teacher education. I think I used the phrase, prior to supper, "the ethics of teacher supply." Does there come a point at which time enrolment is limited?

Going back to the point raised just a moment ago, having listened to you on the projected and actual figures of the last three years, 1975-76-77, and then the projection on into 1981. I think it's very clear to all of us that the number of teachers required is obviously going to be considerably less than the actual numbers enrolled in courses presently or within this past year or two. I understand that during the course of the election campaign you made reference to this royal commission. Is that correct?

**Hon. Mr. Wells:** Yes, which I said was going to be appointed probably this week. I've been so busy here with the estimates that I haven't had a chance to get all the details together.

**Mr. Grande:** The point is you don't need it, you've got the information.

**Hon. Mr. Wells:** Not really.

**Mr. Grande:** Back in 1969 you produced it.

**Hon. Mr. Wells:** We had the information but we don't have the answers. What we need is a dialogue. I'll get to that.

**Mr. Van Horne:** That's really part of my question to you. In what you are about to announce, I would hope that you will indicate the make-up of this, the terms of reference and a time line. Can we expect to get the details on those three points?

**Hon. Mr. Wells:** Yes. The time line is that I hope this body will have some kind of interim report by the end of the year, by

the end of the calendar year 1977, and some final report within a reasonable time into 1978.

**Mr. Van Horne:** So students coming out of university will have some better indication of what the thinking is before they get into applying for courses this coming year; that is, for the school year, 1978-79?

**Hon. Mr. Wells:** Yes, well you're looking at just this one aspect of it, the teacher education aspect, and it may be that they could deal with that—

**Mr. Van Horne:** We're into item 6, which is teacher education, but I'm using the other aspect to get into it.

**Hon. Mr. Wells:** It may be that they won't even need to, that we can decide on teacher education. That's probably one of the simpler parts of the whole process.

**Mr. Van Horne:** It may and it may not be. My concern is again, that this ministry in its planning process involves—and in fairness to what's happened this past year I should say continues to involve, although I'm not convinced that it always has involved, such groups as the various federations, perhaps members of trustees' councils, and also the members of the other political parties in our province. I'm not sure that has always been the case. I would hope when you get into the makeup of this commission you don't ignore these people, whether it be on the commission or in terms of input.

**Hon. Mr. Wells:** The other political parties can make presentations to the commission if they so wish. There is nothing wrong with that.

**Mr. Van Horne:** Having said that, I would like to move along to question you on your term "add on possibly two years of training". That is what you mentioned prior to the supper break. Could I take it from that that the other side of the coin may have been investigated or that you might be thinking of it—that is, extending educational programs into undergraduate courses? Is that something that you might be trying to suggest through the Ministry of Colleges and Universities insofar as educational training is concerned? If we're going to push it to two years, if I understand your definition of "add on," is it possible that it may extend the other way into courses at the end of—

**Hon. Mr. Wells:** That's probably what would occur, yes.

**Mr. Van Horne:** But more so than it is now. I don't think it really is occurring in a total sense. I ask for clarification on that if I'm wrong.



**Hon. Mr. Wells:** I'm trying to find you the exact numbers in the current program. There are concurrent programs presently at the Lakehead, Ottawa—French language—Queen's University, University of Windsor and York. The number in those concurrent programs is—

**Mr. Van Horne:** Is York, such as the EDEXS program? Is that what you're referring to?

**Hon. Mr. Wells:** The final year there is about 183 students, so that it's really a total number. It's a small percentage, but those—

**Mr. Van Horne:** Yes, but that's the reason for raising the point. If we are into a situation that requires investigation—chasing possible avenues for alternatives—is it not possible that rather than do just the add-on thing that you're talking about, and I'd like you to elaborate on that, that we do try to get in through some kind of negotiation, or at least consideration of, moving the program back further into undergraduate courses at the University of Western Ontario? I realize the jurisdiction of the university is a factor here.

**Hon. Mr. Wells:** I think that's completely possible. There's nothing to stop any university from developing a curriculum for a concurrent program at the present time. I think that as we go into this idea of doing away with the special certificates, which is what we're going to do in the one-year consecutive program, and suggest that they be an add-on in that way, there may be the development of more concurrent programs at the university. I don't think we should go the complete route of concurrent programs.

**Mr. Van Horne:** No, I'm not suggesting that. But that may evolve. Who knows?

**Hon. Mr. Wells:** I don't think we should allow it to evolve.

**Mr. Van Horne:** But that's your view, and there may be others with different views.

**Hon. Mr. Wells:** I'm just saying that I think that that's a danger—that we've got to allow for both types of programs.

**Mr. Van Horne:** Well, whatever. I think in either case, your view is—

**Hon. Mr. Wells:** Because if the other view comes into prominence, you're further hampering the diversification that my friend was talking about.

**Mr. Van Horne:** But I don't have to be in agreement with him to try to make a point. What I'm suggesting is that we keep our minds open.

I don't say that his points were all bad. I'm simply suggesting that this is a very severe problem, not just for you and for me

but for many, many people who would like to choose education as a profession, but are really not convinced now that their chances—what are they? One in five? one in 10? I think that we, in all fairness, have to pursue every possible alternative.

**Hon. Mr. Wells:** But your policy is to limit the enrolments. That's your policy, isn't it?

**Mr. Van Horne:** But you're getting away from my point. I'm not trying to make that point right now. I'm suggesting that we consider other—

**Hon. Mr. Wells:** But I'm just reminding you that that's your policy.

**Mr. Van Horne:** I don't have to be reminded. I'm simply suggesting that we go back—

**Hon. Mr. Wells:** It might be well to keep everything on the table.

**Mr. Van Horne:** But I have nothing under the table. I think the point I was trying to make, Mr. Minister, was that it is incumbent on you as minister—and I don't want to get into the business of combining ministries now, because that would be drawing a hering across the table that we shouldn't—

**Hon. Mr. Wells:** That is your policy, too, you know. You may as well—

**Mr. Van Horne:** I am not denying that. I said I did not want to draw it across the table. My point would simply be that in fairness to the people who choose this as a profession we should investigate all avenues as related to their training. I really think we are clouding the issue if we go off on a tangent as it relates to "our policy" on limiting enrolment. That may not be a bad policy. Consider the alternatives.

I am simply suggesting to you that the ministry—and I am not looking at the Ministry of Colleges and Universities, simply at the Ministry of Education as it stands now—has not, in this last year or two, faced its responsibility as leader, in my opinion, in this area of teacher education.

**Hon. Mr. Wells:** In doing what?

**Mr. Van Horne:** We spent some time talking about this prior to supper. In looking at the number of people who are coming through the colleges of education hoping to find jobs that are not there. In providing curriculum for them that perhaps is not the type of curriculum that is appropriate.

**Hon. Mr. Wells:** That is completely not so. We are talking about improvement of the curriculum. The curriculum in the colleges and in the OTECs is an adequate curriculum and it is a good curriculum. Those people

are coming out well trained. But as you said, let's not cloud the issue. That is not the point.

The point really is that there aren't jobs for them all. Let's not try and excuse that, or say that if they were only trained differently there would be jobs for them all. There are not jobs for them all. There are not jobs for them all because we have trained more teachers than the system can handle. It is as simple as that.

**Mr. Van Horne:** All right, if you concede that point, I—

**Hon. Mr. Wells:** Certainly, I concede that point. But I don't concede the point that the curriculum is not adequate. That point I don't think is valid at all.

**Mr. Van Horne:** Given another time and another opportunity to present more specifics to you, I would like to at least discuss that with you and argue the case with you.

**Hon. Mr. Wells:** Sure, I would be happy to discuss it with you. But all I am really saying is let's not get the issue so clouded so that it looks like—and really, that way we are doing a disservice to these people if we say, "If only we had a different curriculum" and something else, and something else, we could guarantee them a job when—

**Mr. Van Horne:** No. I am not suggesting that.

**Hon. Mr. Wells:** The fact is that we have more people with teaching certificates ready to teach in schools than the schools can hire. That is the fact. And they are well trained.

**Mr. Van Horne:** Can I go—

**Hon. Mr. Wells:** There, of course, is another reason. Declining enrolments are only part of the reason, of course, too. That is why, as I say, it is not as simple a problem as just looking at—

**Mr. Van Horne:** No. The overall job market at the other end—there are any number of factors here.

**Hon. Mr. Wells:** Yes. There is a lessening at the other end—of the people going out of the system. There is a drastic change in the attrition rates of teachers in schools. Where a board used to count on six per cent they are now finding it is two per cent. They really haven't been aware of that happening until this last year. They were doing their projections on how many they would need and some of that is the kind of information that flows into us for our statistical analysis. They were doing that based on these six per cent attrition rates and they just did not happen any more. People just don't give up their

jobs. And people aren't retiring. That is another area that we could look at. What about things that could be done at the other end to help free up a few positions?

**Mr. Van Horne:** Again those figures flow into you. I would suggest that boards have this responsibility. It has been passed back to them and I guess in part it has always been their responsibility. But I would have to wonder again about the leadership role of the ministry. You say the boards generally have just become aware of this in the last year or two—projecting a six per cent rate and now it's two per cent. How long have you been aware of this? Also just within the last year or so? In that case, you really can't fault them. [8:45]

**Hon. Mr. Wells:** I'm not faulting them, I'm just saying that that is part of the problem. That has only been a phenomenon that has really come into place in this last year. It was noted a year ago but it is now coming really into focus, that the attrition rates—

**Ms. Gigantes:** But that's a spinoff of declining enrolment, isn't it?

**Hon. Mr. Wells:** Certainly it is a spinoff of declining enrolment. It is a spinoff that no one really realized was coming. That's what I'm saying. There are a lot of spinoffs. Everybody knew that enrolment was declining but they weren't sure what the spinoffs would be—or else they just put them out of their minds. I think that is human nature.

**Ms. Gigantes:** The hard figures there have been in front of us for a long time.

**Mr. Van Horne:** You're saying that, but the minister is saying that it has really been there only this past couple of years.

**Hon. Mr. Wells:** No, I'm just talking about the attrition rates.

**Ms. Gigantes:** No, he means that in the last couple of years we've needed to have a dialogue about it—

**Hon. Mr. Wells:** I'm talking about the changes in attrition rates.

**Ms. Gigantes:** —about the last couple of months.

**Mr. Van Horne:** If I could go back to a point, and again this is on this general theme of the ethics of teacher supply. You are suggesting that "our policy" is that we limit enrolment. I would be delighted to hear from you what alternatives you would suggest for the problem that we now face.

**Hon. Mr. Wells:** The alternative that I suggest—the same alternative that the Premier (Mr. Davis) suggested, I think, is that what we need is a dialogue on this particular issue



to decide what are the ethical questions that need to be answered. You put it in terms of "ethical." I would ask what are the "philosophic" questions that need to be answered?

Should you base a person's ability to take a course on the fact that a job is there for him or her when he or she graduates? Is that a proper thing to do? Or should you make available those courses? And certainly there are restrictions on all courses because there is not unlimited funding or unlimited places in any course. But in teacher education there are more places available certainly than there are needs for graduates of those courses.

Should you limit it very tightly to what the job market is for those graduates at the end? Or should you allow anyone who wants to take that course, knowing full well as they enrol in that course it is going to be very tough to get a job? But even knowing that they want to take that course, should you limit them and say, "I'm sorry, you can't take that course. There is just no way you can get a job when you come out. It's going to be really tough?"

**Mr. Van Horne:** Again, if I could interrupt here, I think if we want to get into philosophy or ethics—

Interjections.

**Mr. Van Horne:** But hang on to that for a minute because I have a very short memory and I might lose this one. The term, ethics of teacher supply, I suggested earlier on, is not necessarily my own but is a term that is coming up now. As a matter of fact, I've been asked to be part of a panel discussion at Althouse College for part of their summer program on this topic. It was one that was presented to me as a concern of some of the people there—Dean Shapiro and others. I would hope that when we get into this overall discussion, be it philosophical or ethical or whatever, that we don't lose sight of what other professions have had to do for whatever reasons—be they ethical, philosophical or whatever. For example, medicine—you can go down the list from there. They've had to face that problem, too.

**Hon. Mr. Wells:** Medicine has not really faced it from this same point of view. Medicine has been limited by the spaces that were available in the university to teach those people, more than limiting it based on the number of doctors that were needed. The University of Toronto is not like a teacher education—

**Mr. Van Horne:** You can't say the same about law and many others down the line. Again, I don't want to get into a long discussion—

**Hon. Mr. Wells:** I must say that law has never limited their enrolment based on the job opportunities at the end.

**Mr. Conway:** Lawyers are much too discreet to allow that.

**Mr. Van Horne:** Having said that, I would like to defer to Ms. Gigantes.

**Hon. Mr. Wells:** If you would like an exposition on the medical situation, our friend behind you would be glad to provide it.

**Ms. Gigantes:** I didn't want to interrupt your whole line of argument. I was going to throw into the record what the Premier said very recently, in fact, before the elections. "The Ontario Teacher Education College reduced its enrolment from 1,543 in 1975-76 to 1,254 in 1966-77, approximately 20 per cent. A further reduction to approximately 1,000 is being implemented for 1977-78, approximately 22 per cent."

The statement goes on a bit and then says: "OTEC and the university faculties of education caution all applicants for teacher education programmes about the adverse market conditions." Is that done on the application form?

**Hon. Mr. Wells:** Anybody who isn't aware of that fact today with the general publicity that surrounds it would be pretty isolated from what is going on in the real world.

**Mr. Cooke:** Is that part of the guidance counselling process?

**Hon. Mr. Wells:** That it is difficult to get teaching jobs when you graduate? As I say, anybody who is not aware of that fact would be pretty isolated from the real world around them today. He wouldn't read the paper, listen to the radio or watch television or anything. It has been suggested to us that this be plugged into the various guidance programs, student information services and so forth. I think that that is a good idea.

Actually, there is nothing wrong with what the Premier said. That is exactly the situation.

**Ms. Gigantes:** That is true.

**Hon. Mr. Wells:** It jibes exactly with what I said.

**Ms. Gigantes:** Yes, but the Premier also said: "At the same time, the ministry respects the autonomy of the universities in determining their own academic enrolment policies." That's where the problem comes in perhaps.

**Hon. Mr. Wells:** Oh, no. That is part of it. The cabinet met the Ontario Teachers' Federation recently and we had this same discussion with them. The Premier, I think, echoed exactly the same words that I did about the



philosophic position of absolute limits. Certainly we have limited OTECs. We have had to limit them because of our own budget restrictions.

**Mr. McClellan:** Why is that not absolute?

**Ms. Gigantes:** Because there are other institutions which have autonomy.

**Hon. Mr. Wells:** There are other institutions that have autonomy. The only way we could limit the universities would be through the Ministry of Colleges and Universities limiting BIUs. The universities could then still, if they so desired, say: "Even if you don't give us the BIUs, we will still continue a program." It is the kind of thing that has to be done with mutual agreement rather than just an arbitrary government decision.

**Mr. Conway:** You have talked about a dialogue and there are obviously great problems with the dialogue. I am wondering if a second option might be pursued here. I have not yet heard from the minister something of a definite statement as to what we might do with this conundrum. You mentioned a dialogue.

**Hon. Mr. Wells:** The dialogue is whether to limit the courses to a very tight number based on the prospective jobs that will be available, or whether to have the course enrolment broad enough to take in more people than the jobs that will be available for them—not enough for all those who wish to take teacher education but broad enough to allow a large number who wish to pursue this and get a teaching certificate with the hope that they will get a job.

The other phenomenon that we have, now that we are in a tight market position as far as jobs are concerned, is that there are more people who want to apply for these particular courses. I have talked to people who have been turned down in the selection process for teacher education and they really feel, far, far stronger about it than I have known people to feel in this particular area in any other year. They feel just as they would if they had been turned down for law and medicine. Yet they know their chances of getting a job at the end are pretty tight.

**Mr. Kerrio:** Why are they turned down for law and medicine any more than for teaching? Is it that the facility isn't there for law and medicine? That is something the government managed to do, to limit the facility.

**Hon. Mr. Wells:** Yes, and there isn't any need for any greater facilities for doctors or lawyers.

**Mr. Kerrio:** No, there is a bit of a contradiction here, though. You said there is no

surplus of doctors because you don't have the facilities to train them, but we built more facilities than we needed to teach teachers. Why does one not follow the other?

**Hon. Mr. Wells:** I don't know that that's exactly what I said. I said the universities have always only taken the number of people that they can adequately take in the facilities that are there for medical training—

**Mr. Kerrio:** Right, right.

**Hon. Mr. Wells:** —and that it involves a place at a certain lab, and so on.

**Mr. Kerrio:** Right, so you limit the facility so that they can't have too many doctors.

**Hon. Mr. Wells:** I don't know that we have limited the facilities. We were going at quite a pace, developing a certain increase in medical school facilities, although I must say we have limited them recently. There is always talk of a—

**Mr. Kerrio:** You see, we are only talking the same thing, about limiting the facility for teachers.

**Hon. Mr. Wells:** That's fine, I think this is a very valuable dialogue, because certainly we have not—

**Mr. Grande:** You need a dialogue.

**Hon. Mr. Wells:** We don't need a dialogue. At the present time our particular policy is to follow the policy that we have at the present time, for next year to enrol the number of people who are enrolled now and to make sure that they all know they are going to have to fight to get the teaching jobs that they want at the end. As I recall from my meeting at cabinet, the president of the Ontario Teachers Federation personally faced this same problem. His son is going into one of the teacher training institutions this year, and he has told him the whole situation, and he said his son is even more determined to go in.

**Mr. Kerrio:** Many people face this dilemma, in other vocations, and in business.

**Mr. Grande:** Unfortunately, you do not see the positive aspects of declining enrolment, which gives the whole educational system a breather, so to speak, to assess and evaluate directions and goals, educational goals, which are, as far as I am concerned, sorely lacking at this particular time. We can discuss all we want, but education is going to be changing; it's going to be a different thing than the lock-step type of education that we have known for the past 100 years.

**Hon. Mr. Wells:** It was my impression that we had already changed from the rigid, lock-step system of education we have known for the last 100 years. If anything, the general

trend today is to try and put a little more structure back into a system which had become pretty vastly unstructured. Is that not a valid statement?

**Mr. McClellan:** It varies.

**Hon. Mr. Wells:** If I read what most people want, be they in education or not, they seem to want a little more structure and a little more discipline in a system that has broken away from the rigid, lock-step system that you are talking about 10 years or so ago, and broke away to such a degree that some of the things that people want in it vanished. Those things are now being re-introduced to a degree.

**Mr. Grande:** And that's where your failure is, as far as I am concerned; your personal failure.

**Hon. Mr. Wells:** I don't see that as any failure. I just see that as a challenge.

**Mr. Grande:** It is, it is.

**Mr. Van Horne:** We're off now, Mr. Chairman, into another area. I would like to go back to the question on the royal commission. I realize, Mr. Minister, that you will say something later about this, but at this point in time you cannot tell the committee any more than what you have already said.

To go back over the points that I have asked about, you will indicate the makeup, terms of reference, and time line of this commission. Is there anything more that you would like to add on to that, or am I putting words in your mouth?

**Hon. Mr. Wells:** No, not at the present time on that. I would like to talk a little more about teacher education programs. I certainly would be happy to discuss those. What I would like to indicate is that we have been doing projections of what we see as the number of teachers who are needed in the system, the teachers that should be trained by the teacher training institutions over the next 10 years, and we have made, as closely as we can, estimations of the numbers that we will need. In 1977, we estimated we would need 2,715; and we had 3,183 certificates issued at the end of 1976. That's the 1975-76 program.

[9:00]

**Mr. Van Horne:** Let me stop you there. You mentioned an estimate of 2,715. Was that for the same period of time—1975-1976?

**Hon. Mr. Wells:** No, that's for 1977. We estimate that 80 per cent of the 1975-1976 elementary teachers were hired, and 41 per cent of the secondary-school teacher graduates.

**Mr. Kerrio:** We first have to determine how many teachers we need or want. Do we want to enlarge on the teaching profession, give them education beyond what the needs are in the community; or once we establish the numbers that are needed, do we throw the options open and train as many that apply or attempt to somewhat govern the numbers of enrolments?

**Hon. Mr. Wells:** First of all, we are not talking about training as many as apply. We all agree that there are limits; there are limits on the number the faculty can take and there are limits on the number we can take. In round numbers we are training about 7,000 teachers; 7,000 people is what we can take. We can't take an unlimited number.

**Mr. Kerrio:** What obligation do we have as legislators as to determining the requirement? How many teachers do we need in the system? Do we attempt to enlarge the system to use more?

**Hon. Mr. Wells:** I think that it's possible for you to suggest that that's one way to alleviate the problem but I think—

**Mr. Kerrio:** No, I am not suggesting it.

**Hon. Mr. Wells:** —you have to realize that taking a class size of 26 to one teacher and to move it to 25 to one teacher—in other words, reduce the class size by one—would add from \$30 million to \$35 million to the educational budget; and if you want to move it down to two pupils fewer in class size, you would be adding about \$60 million to \$70 million to the total education budget. That is one of the things that I think has to be taken into account.

**Mr. Kerrio:** Absolutely.

**Hon. Mr. Wells:** That's the dollar figure involved. That would utilize something like 2,000 teachers; we are talking about elementary schools in which a class size is 26 to one as a constant across the province. To move down to 25 to one as a class size, you would be providing jobs for another 2,000 teachers but the add-on costs would be \$30 million to \$35 million.

**Mr. Conway:** You mentioned earlier that in one of the recent years the figure was 80 per cent. Was it last year that those graduating from elementary teacher education programs, 80 per cent received employment, while roughly 41 per cent of those graduating from the secondary-teacher education programs received jobs? Have you got any data to indicate what is happening to the other 60 per cent? Are they, by and large, going back to university?

**Hon. Mr. Wells:** It's hard to get the data but a lot of them have gone back to university.

**Mr. Conway:** How does that 40 per cent figure versus 60 per cent compare, let's say, with the previous year, and what do you project for this year? Surely, that is not a normal condition?

**Hon. Mr. Wells:** It was about 90 per cent the year before. A few years before that, we were into a shortage situation where every teacher who graduated was quickly snapped up by the boards.

**Mr. Foulds:** Could I ask you two questions arising out of that? First of all, how did you arrive at the cost calculation of the reduction in the elementary system? Was that based on salary for all new teachers?

**Hon. Mr. Wells:** Yes. That was based on an average salary and the number of teachers. Our business people did that cost calculation.

**Mr. Foulds:** Would it be the average salary of the teachers teaching in the elementary system at the present time?

**Hon. Mr. Wells:** Yes. It's based on an average salary.

**Mr. Foulds:** Wouldn't that be slightly inflated?

**Hon. Mr. Wells:** I think that accounts for the \$30 million to \$35 million, that I indicated. It gives you a bit of leeway.

**Mr. Foulds:** That's why there is a \$5 million fluctuation figure there?

**Hon. Mr. Wells:** Yes.

**Mr. Foulds:** You indicated that approximately 60 per cent of last year's secondary teacher graduates didn't find employment.

**Hon. Mr. Wells:** Right.

**Mr. Foulds:** The year before, only 10 per cent didn't find employment?

**Hon. Mr. Wells:** No. In the secondary it was greater than that.

**Mr. Foulds:** So, suddenly, in 1975, the graduating class had this enormous jump. Did you have any indication that that was coming? Did you have any indication that you were training that many more than would actually find employment?

**Hon. Mr. Wells:** Oh yes, I think we had an indication that we were training more than would get jobs.

**Mr. Foulds:** What are the indications for this year and next year?

**Hon. Mr. Wells:** The indications are much gloomier in the secondary area. These are our projections, based on a constant pupil-

teacher ratio of 7.3 across the province. You have to take a lot of assumptions, of course, to arrive at projections. We are talking now about required teachers from teacher training institutions, because you have to allow for teachers who switch from other boards. Taking into account some of those things, we need 1,350 for 1977; 865 for 1978; 378 in 1979; 139 in 1980; and 124 in 1981.

**Mr. Foulds:** And how many will we actually be training in each of those years? Do you have projections for that?

**Hon. Mr. Wells:** The forecast for this year at the present time is 2,782. There will probably be 3,000 in the various teacher-training facilities who are basically training for secondary-school teacher positions.

Some of those will, in some cases, have an elementary option, as in Toronto; they will be able to apply for positions with elementary schools. One of our plans is that very shortly, once we get through all our consultation with the various federations which has gone on for a number of years—move to the Ontario teaching certificate, which will get away with two divisions, but it should make it easier to interchange the teaching certificate and also the job opportunity for the graduate.

**Mr. Conway:** You will need 124 in 1981? Do you know what will be coming on stream? Do you have any rough ballpark figures?

**Hon. Mr. Wells:** The figures I have are for those likely to be in our institutions by September, 1977; in secondary it will be about 3,000.

**Mr. Foulds:** You don't have any for 1978, '79, '80 or '81?

**Ms. Gigantes:** They take only the 1,000 positions at the education college, and they leave the universities alone. MacArthur College has 875 right now.

**Mr. Conway:** It is not inconceivable that by 1981, assuming that that 124 figure is realistic, that we could have anywhere in the order of 20 times that figure coming onstream.

**Hon. Mr. Wells:** I don't think so. The deans are pretty aware of what is happening and are agreed that they certainly wouldn't go beyond the kind of figures that are now in those institutions. And I would suggest that there is an opportunity, as we discuss this over the next six months to a year, that various policies will evolve. We can't tell you what those policies are at this point in time. We are setting up a body—the Ontario Teacher Education Forum—



which is going to bring all those involved in teacher education together, in a provincial body. It is a group that has been suggested by OTF, ourselves, and the faculties and educational training bodies. And that group is going to be set up on a permanent basis to help give policy guidance to the various bodies involved with teacher education.

**Mr. Conway:** But, surely, the balance of supply and demand there in four years is going to be as improbable as the Treasurer balancing the budget in four years. Because if that 124 is realistic—and we are looking at figures that presently portend 2,000, or let's even say 1,200—still we have an order there of 10 times. I wonder what range of option we have really got in so short a period of time?

Maybe I am being uncharitable, but it seems to me that if that 124 figure is to be believed—and I have no reason to think it shouldn't be—that we are this year talking of 3,000 people in the teacher education system.

**Ms. Gigantes:** Is this forum a different body from the commission you are talking about?

**Hon. Mr. Wells:** Oh yes. This is an ongoing body that has been worked up between ourselves and the Ontario Teachers' Federation. It is going to deal, not particularly with this problem, but with the whole problem of courses, and the kind of curriculum and a discussion of all issues concerning teacher education. It is a very good forward step for the province, and something that we have been working with OTF on for the last year or so.

**Ms. Gigantes:** Mr. Minister, OSSTF is now predicting that in six years they will lose 4,000 jobs. In other words, there will be 4,000 fewer teaching jobs for secondary-school teachers in Ontario. At the same time, even if you completely eliminated that one teaching training facility that you say you have control over—the education college—you are still going to be pouring out 2,000 teachers a year. How many of those will be secondary school teachers?

**Hon. Mr. Wells:** Out of where?

**Ms. Gigantes:** Out of the faculties of education at the universities.

**Hon. Mr. Wells:** How many will be secondary school teachers?

From the faculties of education at the universities, as I indicated, a little less than 3,000. All the secondary teachers are trained at the faculties of education in universities.

[9:15]

**Ms. Gigantes:** We could be talking about as few as 2,000 a year pouring out at the same time as 4,000 positions are being lost. The figures are overwhelming. You are saying now that you're dealing with it, but we're at the stage where it clearly is a crisis. One wonders when documents such as Rideout's existed for the last two years, leaving aside the spinoff effect that you indicate comes from declining enrolment, which is the reduced number of retirements each year, it's hard to understand why it's taken so long to get this kind of initiative.

**Hon. Mr. Wells:** Initiative to do what?

**Mr. McClellan:** To have some dialogue.

**Ms. Gigantes:** Yes, have a dialogue. That's what you propose.

**Hon. Mr. Wells:** That's what's been going on. Just tell me, what initiative to do what?

**Mr. Conway:** Take some constructive action.

**Ms. Gigantes:** That's right.

**Mr. Conway:** Put things in motion so that something will be happening in 1981, when it looks like these figures are going to be incredible.

**Hon. Mr. Wells:** Don't just sort of talk in words. Tell me what the initiative is.

**Mr. Conway:** We are not talking words.

**Hon. Mr. Wells:** That was a long phrase you spun out, but you didn't say anything.

**Mr. Conway:** I think the point has to be that we're sitting here four years from the last projection of 124 jobs required in 1981. Knowing the speed at which government moves, surely we must be fast approaching the need for some kind of concrete action to avert the crisis which these figures portend.

**Ms. Gigantes:** No, the crisis is here.

**Mr. Conway:** But it's certainly going to be much more aggravated when we reach that point.

**Hon. Mr. Wells:** In this particular area, I'm very open to suggestions from you. Are you saying we should limit the enrolments? Is that what you're saying?

**Ms. Gigantes:** Yes.

**Mr. Conway:** Well, I certainly am.

**Hon. Mr. Wells:** That's fine.

**Mr. Conway:** That's something you do in other programs in post-secondary educational institutions.

**Hon. Mr. Wells:** You're saying you think that's the thing, the initiative to take.

**Ms. Gigantes:** That is one thing to be done and we're indicating that. But that is certainly not the only thing we think should be

done. We listened to a very lengthy proposal from my colleague here today about one of the things.

Hon. Mr. Wells: I didn't disagree with that.

Ms. Gigantes: I don't disagree with it. I would go a bit further and suggest that we should be talking now, while we have the opportunity, about cutting class sizes at the primary levels. This is the time, above all other times, when we can discuss that in Ontario surely.

Hon. Mr. Wells: I agree completely that we should discuss it, and that's exactly what this commission is going to do.

Ms. Gigantes: The discussion should have started two years ago.

Hon. Mr. Wells: No, that's exactly what this commission is going to do.

Ms. Gigantes: You said you were so much smarter than the school boards and you could see these things coming. The school boards didn't believe it. For heaven's sake, why, when you could see it coming—

Hon. Mr. Wells: I didn't say that.

Ms. Gigantes: Yes, you did.

Hon. Mr. Wells: No, I did not say that I was smarter than the school boards. I never said that.

Ms. Gigantes: Yes, you did. You said "We have the figures here and they were using the old figures."

Hon. Mr. Wells: I beg your pardon, I did not say that.

Ms. Gigantes: That's in effect what you said.

Hon. Mr. Wells: I said we got our figures from the school boards. I said that the school boards didn't see the change in attrition rates coming.

Ms. Gigantes: If you saw them coming, why the devil didn't you start this dialogue two years ago?

Hon. Mr. Wells: We didn't see it coming.

Ms. Gigantes: They didn't see it coming. You saw it coming, but you didn't see it coming.

Hon. Mr. Wells: Let me sketch it very clearly for you. It's nice to sit within this little cocoon here and talk about all these problems. But the dialogue that's got to go on is with the people of this province. They've got to realize that there are these problems here. Some of them do and some of them don't.

Mr. Conway: You've had a dialogue.

Hon. Mr. Wells: That's right, we had a dialogue, and the results are here. I'm not surprised that the dialogue is exactly this. It's a great opportunity to reduce class size—certainly it is—in the elementary school. But let me tell you the greatest complaint I heard during the election was that education is costing too much.

Ms. Gigantes: Because you have deliberately shifted the burden back to the property taxpayer.

Hon. Mr. Wells: Not because I have deliberately shifted the burden.

Ms. Gigantes: That's another vote.

Hon. Mr. Wells: It's because I've heard people say, "I don't want to see my provincial taxes raised." I heard the Liberal Party say all taxes are going to be controlled at eight per cent. People said, "Gee, that's not a bad idea. Why don't you do that also?" I'm telling you that the reality with a lot of people is that education is costing too much out there.

Ms. Gigantes: Property taxes are soaring and you know why.

Hon. Mr. Wells: It's not only their property taxes, but all their taxes. I'm saying what you've got to do is have a dialogue out there so that people realize that if we are to lower pupil-teacher ratios, they've got to be prepared to pay for it, whether it's on sales tax or property tax or somewhere. It's about time we told the people of this province that we're spending more of our gross national product on education than any other country in the world.

Ms. Gigantes: But we're not spending any more than we spent last year or the year before.

Hon. Mr. Wells: We're spending more than the United States, we're spending more than Russia, and we're spending more than Great Britain. Should we keep spending more and more?

Ms. Gigantes: We're not spending more and more as a proportion. That's misleading, Mr. Minister.

Hon. Mr. Wells: As a proportion of what?

Ms. Gigantes: You said the gross provincial budget.

Hon. Mr. Wells: We're spending more in a percentage terms of the gross provincial budget—of the gross provincial product, I didn't say budget.

Ms. Gigantes: Not that we did last year or the year before or the year before that.

Hon. Mr. Wells: We're spending just about the same.

**Ms. Gigantes:** That's right. You're helping people to misunderstand it—

**Hon. Mr. Wells:** No, I'm not helping people to misunderstand it.

**Ms. Gigantes:** —because you're shifting it back to the property tax base.

**Hon. Mr. Wells:** I'm just telling people that they should realize the realities of the situation, that you can have anything you want in education if you're prepared to pay for it. The people have got to realize that. Somehow people think that if it's relieved from the property tax base it will not cost them anything. Let's get that notion right out of our minds.

**Ms. Gigantes:** One is very different from the other.

**Hon. Mr. Wells:** And also realize, and this is something that I'm afraid your party has never realized, that the more that occurs the less money is going to be available for some other areas, or else there's going to be in total terms less money available for education. That's why we need a public dialogue.

**Mr. Foulds:** Don't we need a little more than dialogue? You asked for some initiatives. We suggested one in lowering the class size, but surely there is another—

**Hon. Mr. Wells:** You suggested another first. You suggested limiting enrolments.

**Mr. Foulds:** Yes, yes indeed, because I just want to get to that. How much will we be spending in 1981 training teachers, which comes out of the taxpayer's pocket, for which there is no return, because that training will not be used and those people won't be able to find jobs that they've been trained for at the public expense? Doesn't that make some sense, to save that money?

**Hon. Mr. Wells:** Absolutely. Absolutely.

**Mr. Foulds:** So how do you propose to do it? You're the minister.

**Hon. Mr. Wells:** The one thing is that you have to realize, of course, that you're going to have to do it through working with universities to scale down their faculties, and you're dealing with a very difficult problem in that particular area.

**Mr. Foulds:** Why is that so difficult?

**Hon. Mr. Wells:** It's a difficult problem because you've got faculties that have guaranteed tenure, that's why it's a difficult problem.

**Mr. McClellan:** One is progressive and the other is regressive.

**Ms. Gigantes:** The other reason is the grant system for the universities and you know that.

**Hon. Mr. Wells:** If it's the grant system we could cut the BIUs out.

**Mr. McClellan:** What is a BIU?

**Hon. Mr. Wells:** Basic income unit. I'm just saying we could, but that would only be done with consultation with the universities.

**Mr. Foulds:** What dialogue are you having with your colleague, the Minister of Colleges and Universities (Mr. Parrott), about this?

**Hon. Mr. Wells:** Constant.

**Mr. Foulds:** The correspondence that I've seen from him indicates that he has no intention, now or in the future, of limiting enrolments at the post-secondary level in faculties of education.

**Hon. Mr. Wells:** That's right. As I think I indicated to you within the limitations that now apply, the policy of the government up to this point in time has not been to drastically limit the enrolments in that area. So he and I and so forth are stating the policy of the government in that area. We've limited the enrolments in the OTEC, or we haven't allowed any drastic expansion in this area, but we haven't imposed any severe limitations. That's been the policy for the last year or so.

**Mr. Foulds:** Is that policy likely to be refined and revised, to use your phrase of the afternoon?

**Hon. Mr. Wells:** All policies of this government are always under review.

**Ms. Gigantes:** You can't limit enrolment without changing the method of funding at all. They're just going to collapse.

**Hon. Mr. Wells:** I can't discuss with you the method of funding universities. You'll have to discuss that with the Minister of Colleges and Universities. That's not my particular area.

**Ms. Gigantes:** That's the real problem.

**Mr. Foulds:** That's what Werner von Braun said when he was sending up the rockets: "Where they come down is not my problem."

**Hon. Mr. Wells:** I can't give you any commitments on the funding of university courses. It's not just this course; the whole funding of universities is done on the BIU basis. That may be part of the problem that we've got in funding school boards, we're doing it all on a per-pupil basis.



**Mr. Foulds:** That's right.

**Hon. Mr. Wells:** As for declining enrolments, people don't like it that way, when there are increasing enrolments—I was going to say inclining enrolments, but—

**Mr. Foulds:** It's not a bad word.

**Hon. Mr. Wells:** —it sounds like a roller coaster, inclining and declining.

**Mr. Foulds:** That's what we've been on.

**Mr. Grande:** Take a look at the graph, it's exactly what happens.

**Hon. Mr. Wells:** When we have increasing enrolments, everybody is very happy to have the system funded on the per-pupil basis.

**Mr. Bounsall:** That makes good sense. As soon as you have it decreasing, you have to get off it. That's the only way that it makes sense, when it is increasing.

**Mr. Foulds:** I was saying that in 1972. It took you five years to come to that conclusion.

**Hon. Mr. Wells:** There also comes a time when you have to scale down your enterprise that you've built up because of increasing enrolments and the total system you've built up. In a total financial sense you can't hope to continue increasing the amount of money with a declining pupil population, and you can't have a grant system that encourages no thrift or reduction in something because you've got a declining pupil population. That is just not good economical sense for any government and there is no way that I can argue that position before any Management Board of this government.

**Mr. Conway:** But certain things then flow from that, it seems to me. The two proposals that have been brought forward here in the last 45 minutes are, controlling and reducing the enrolment, and secondly, lowering the class sizes particularly in the elementary panel. Having just listened to your little dissertation about the economic good sense that would necessitate thrift and commensurate reductions where numbers of total people involved in the system in fact takes place—in other words, scaling down your operations when your total number of participants has in fact been scaled down from a previous high—having heard you talk about the economic good sense of that, what would give you the great concern about more sharply reducing the enrolments? You spoke, I thought, very hesitatingly about that earlier.

Secondly, those two proposals have been talked about here. I wonder—because I

have always been impressed by the fascinating resources at the disposal of this rather large ministry—what has the policy branch of your ministry offered to you as other options?

It is the function of the government, presumably, to be considering and hashing these through. We've heard those two. You've been particularly careful to draw those forward, as you should, in good political judgment, from the opposition. Perhaps I would now ask you, having regard to those two proposals, what other alternatives has your ministry brought to your attention that you might share with us in this dialogue?

**Hon. Mr. Wells:** There are other alternatives. I think we discussed one this afternoon with our own institution. The university courses present us with an opportunity to have dialogue with them on it, but we are not going to solve them at this point in time today, and that dialogue is going on. The formation of this provincial body, this forum on teacher education, is part of an improved process in this area and there will be dialogue going on with the deans of the universities about this problem. As I say, up until now the government policy has been no limitation but no drastic increase in the numbers in these institutions. I'm sure the deans are as aware of the problem as we all are here, and there will be a fair amount of dialogue going on as they look at the figures. That is one of the alternatives. We have to discuss with them just exactly what should be the role for the next number of years.

Insofar as our own institution is concerned, we've looked at alternatives of shifting from a pre-service to an in-service institution where we can offer courses for teachers already in the system. It's in the embryonic stage, but it's a good possibility for our OTECs that we can shift their role completely from a pre-service to an in-service function.

That is one thing we are looking at. In other words, programs for teachers who are in the system who can come back and get specialized training in special-ed and multi-cultural programs and so forth. I think that could be a very effective use of the OTECs. It would serve and fill a great need and it would mean that rather than graduating new teachers for the system, they were upgrading and improving those teachers who are already in the system. That's one area we've been looking at.

[9:30]

**Mr. Conway:** All right. That's quite interesting. Are there any others?

**Hon. Mr. Wells:** I can't think of any others off the top of my head at the moment.

**Mr. Bounsall:** I want to get in at this point with a specific point with regard to another proposal for solving or partially solving our teacher-education situation. I have some other specifics which I'd like to talk on perhaps later on in the debate.

There is a third option which you have open, where I think you should be taking a lead in initiating discussions, because it's rather difficult for the teacher groups formally to do it themselves—although from private conversations with the executives of them I am aware they're saying: "Yes, we've got to come to this." This is the situation which pertains in universities with respect to their faculties, which I'll be going into in some depth in the Colleges and Universities estimates which follow this one.

I refer to the early retirement incentives schemes which you must get going, both for your teachers at the elementary and secondary levels. That's important as well for the universities where, we're facing the possibility in our universities in particular and to a lesser extent our colleges, but certainly in our universities and in our secondary and elementary schools, that they're going through a decade where they virtually get little or no new teaching blood into the system—

**Hon. Mr. Wells:** Agreed.

**Mr. Bounsall:** —because the openings are not there. That is the real tragedy. We're going to come into the 1990s and find ourselves, all of a sudden, having missed a decade in age of teachers coming into the program when we're going to start needing them again. At both levels that will create some problems which will continue throughout the future.

Very quietly, in my conversations with the various teacher groups, they are saying they'd be amenable to having discussions about it, bearing in mind the number of salary level steps that occur at each level—it's somewhere between \$11,000 and \$14,000 depending upon the board—with new teachers coming in at the lower salary level to replace some of the senior teachers and using some of those savings that are made to the board in straight salaries.

It is not that one is looking for an increase in total board expenditure but at using that salary saving as a pension payout. In other words, we're looking at a pension

incentive retirement scheme with moneys which are available between the difference in salaries which are paid to the senior teachers and the salaries paid to the entering teachers. So that one can throughout this next decade see a steady number of new teachers at the appropriate new teacher age coming into our system—hopefully, in the same percentage that we've had in the past.

At the other end, the only way to achieve that is having a fair degree of early retirement. The money is there, because of the difference in salaries between the senior teacher and the incoming teacher, to pay an increased retirement pension as an incentive for those teachers to get out of the teaching game.

**Hon. Mr. Wells:** What kind of money are you talking about?

**Mr. Bounsall:** There's a difference in the secondary school teachers in the Windsor Board of Education of roughly \$12,000 per year between the incoming teacher and the senior teacher. It's from that kind of money worked out over a decade that you'll be able to have an average saving accrued, if you make some certain assumptions. That's the incentive which you can put forward for those teachers to retire. That's the kind of scheme I think we should be working at.

It's certainly going to be and is being seriously considered at the university level because they have a different problem. They are very concerned that the situation of the 1960s doesn't repeat itself by the 1990s, that there isn't a decade of no opportunity for university faculty positions and, therefore, the graduate student supply dries up entirely because there is nowhere for them to be hired. Then, when the 1990s come and enrolment projections increase, the universities find themselves in the same situation that they were in the 1960s, having no Canadians in virtually every graduate field to hire for the expanding vacancies in the university field and you are back to the situation of hiring foreign graduates because they're the only people with PhDs in those fields, the graduate training having dried up because there is no opportunity during the 1980s for them to get into the system.

They have that additional problem that you don't have in quite that same sense and quite the degree of urgency in the elementary and secondary. The solution they are looking at, as a means of solving it, can be applied to the elementary and secondary level; that is, an early retirement incentive scheme with moneys being able to come



from the same sources based on the difference in the high salaries to the senior people and the low salaries, however progressive, to the junior teachers and the junior faculty.

You can understand why you haven't got the OSSTF or the OTF or anyone else approaching you and saying, "Hey, let's get going on this," because they would have some problem with their membership perhaps, seeing they propose it. But you have the opportunity and I think the responsibility to initiate this kind of proposal and get the studies going on it. I haven't done the detailed studies—I don't think perhaps anyone has—but looked after over a decade I think one has a lot of moneys to play with, without increasing the budgets of anybody, to give quite considerable retirement incentive for the senior teachers to get out of the situation and leave the field clear for new teachers, that new blood and that steady input of that new blood throughout the next decade.

**Mr. Conway:** I hope in any contemplation of that, that there is consideration given to some of the real tragedies that are at present occurring. I can speak only of my own experience with my own board, and I think the member makes a very interesting proposal. I am not so certain that there is not a lot of that taking place right now, where a lot of our teachers in perhaps the last five years of their active teaching careers are getting the very distinct impression, very privately but very directly, that their services would be far better off in retirement, allowing younger people to fill in. I think we have to be very careful that we don't trade off the concerns of one group only to amplify those same concerns at the other end of the scale. I think at present we are facing this, I know we are in our own area, and I'm not so sure that's an option that provides all the answers necessarily.

**Mr. Bounsall:** Again, this adds on to your limiting enrolment and your decreasing class size as one of the options, but the problem is you've got some teachers who are feeling that pressure, I agree, but they've got no incentive to so do. They are concerned about the increasing cost of living and how far their pensions are going to stretch and so on, and if we can sweeten that by the moneys which are already available—

**Mr. Conway:** We've got to be very careful we're not telling teachers who have given good service for 25 years that their services are really no longer required.

**Mr. Bounsall:** Of course we're not, and we're not saying that. What we are saying

it, "Here's an incentive scheme which makes it much sweeter for you to do this." After all, they know the teaching situation as well, much more than you and I do, in their own schools, and they also recognize the problems that our system is going to have going through 10 years of virtually no new hirings into the system because the openings aren't there.

We need it in greater numbers than what are going to be normally retiring, because most teachers came into our system in great numbers in the fifties and sixties, and most of those will not be anywhere near retirement age in the eighties, the normal retirement age. They will need some additional incentive to change their fields and get out of the teaching field.

**Mr. Conway:** It might be interesting that the teacher federation groups, for obvious good reasons, aren't—as you said yourself—too prepared to enter into this kind of a program.

**Mr. Bounsall:** No, to initiate it, but they are quite willing to participate in it, I am sure.

**Mr. Conway:** The initiation may portend again good reason.

**Hon. Mr. Wells:** May I just say it's an interesting suggestion that should be looked at. Maybe you would like to try and get the Windsor board to be the pilot project.

**Mr. Bounsall:** You know enough, Mr. Minister, not to suggest that.

**Hon. Mr. Wells:** I think they might be a good place to start the scheme in action.

**Mr. Foulds:** You're being provocative.

**Mr. Bounsall:** The Windsor board does have precedence in a few areas, as you know.

**Hon. Mr. Wells:** You're absolutely right. One of my staff sent me over a little note which I presume is authentic. He said that pensions for short service—for example, firemen and policemen—were one of the major contributing factors in the bankruptcy of the city of New York. So that would be an interesting approach.

**Ms. Gigantes:** Oh, heavenly days.

**Mr. Bounsall:** That's a well-calculated, analysed decade-type analysis.

**Hon. Mr. Wells:** No, but I have to tell you again that the suggestion, and the idea of—

**Mr. Conway:** Socialists who give away the store.

**Hon. Mr. Wells:** —making pensions more attractive for early retirement is a good



idea, but you know, we have gone a long way in the public service area and the teaching area to making those pensions far more attractive than we have in most other areas of the private sector. The teaching profession enjoys an eight per cent escalation in its pension plan, which is something most people in the private sector do not have. That, in itself, I think is an incentive. It was put in for very much the same reason that you're indicating, in order to take away one of the disincentives to early retirement. They've got the 90 factor.

There are a couple of other areas connected with a pension plan that I think could perhaps provide other incentives for early retirement, but boy, I think that getting into plans that would involve special incentives to people, not only for the reasons that my other friend indicated, but for other reasons, could be very dangerous and could have a fair effect on—

**Mr. Cooke:** Don't forget, firemen don't have increments like teachers do. There's quite a difference.

**Mr. Bounsall:** The thing here is you've got a whole host of teachers at the upper level and beyond with a clear \$12,000 or more difference in salary than that incoming teacher's going to get, so there are no additional expenditures to the board. There are moneys to pay that increased pension and bring the newer teachers in at level one. Sit down and analyse it. What does your research show? We'll get to your research and evaluation.

**Hon. Mr. Wells:** I already said I think the basic suggestion of increased incentives for retirement, or earlier retirement, is a good one. I just would have great doubts about the scheme you've suggested and I've suggested there are alternative areas that perhaps could be looked at, and that we've already accepted one of the major ones that was put forward. That's already been done—the major one of escalation of the pension, which meets one of the major problems that people face, that is that their pension is going to be eroded by inflation. Escalation is already enjoyed by the teaching profession of this province.

The great concern that most people have today, again, is that our public service pension plan arrangements are going to bankrupt us all in 25 years and we've got to watch very carefully what is done in public service pensions. That's an area that government has to be very concerned about, because eventually the number of people who are needed to be working and paying the tax

dollars to support those pensions are not going to be there.

**Mr. Foulds:** You've been sitting beside Darcy McKeough in the House too long.

**Hon. Mr. Wells:** I like to take a balanced point of view. Perhaps you could at least give me credit for having worked hard to bring in the escalation feature in the pension plan.

**Mr. Bounsall:** That was a very good job. Having said that, have a look at it, because there are moneys to be found there at no additional cost to anyone. You can predict ahead of time when those incentive schemes should be partially phased out and wholly phased out depending upon the enrolment you can see coming through. I think one might well arrive at a given year, 1987 or something, where you can say, "Hey, we can look ahead and see that in 1991 or 1989 we're not going to need that many retirements to accommodate the incoming teachers," and it's at that point you can start phasing out incentives.

One doesn't need to bring in an incentive which stays there forever, any more than you need to bring in a system of funding that's tied to the number of pupils, whether at college, at university or in your elementary and secondary systems. When that's inappropriate, you phase that out and don't hang on to that anachronism.

**Hon. Mr. Wells:** It's those phasing-outs that become very difficult. Have you ever looked at our research report on sick leave gratuity plans that has been done, and the total liabilities that the boards have in that area too?

**Mr. Bounsall:** There are things you can do about that too.  
[9:45]

**Hon. Mr. Wells:** All I am suggesting to you is that sometimes we forget that people in the public sector enjoy a very good pension plan, including ourselves as members of the Legislature.

**Mr. Bounsall:** If you hang around long enough or become a minister.

**Hon. Mr. Wells:** In actual terms, it's still not a bad pension plan. We have to be concerned about all these things that are enjoyed in the public sector that are not possible for people in the private sector.

**Mr. Kerrio:** The economy would fall on its nose if everybody had it. We give it to the certain few.

**Mr. Grande:** I just will not allow the minister to go on in this kind of vein. We

were invited and we took up the challenge to provide alternatives and suggest alternative directions for you. As I heard it, there are at least four different alternatives on four different directions as to where you and your ministry should be going in terms of the problems that we're beginning to find. Based on the information you have had ever since 1969, I think you should have come to this point now, and not discuss and have a dialogue right now about it. It should have been planned well in advance.

You heard about limiting enrolments at teachers' colleges. You heard about diversification of the teaching profession into the different areas. You heard the proposal about pensions and something that you can do about pensions at the other end of the teaching profession. Yet all we hear from you is in terms of dialogue, about the royal commission to talk to people in the province and to discuss it. You won't go beyond that in providing the leadership that I was talking to you about the other day.

The invitation is open for making suggestions and for giving you ideas as to the directions. You proceed to pick at these different directions instead of saying, "All right, we will take them into account. We are going to sit down in the ministry and we are going to study them pretty carefully." I shouldn't let that pass and let the minister get us into that kind of game. We are seriously discussing education and the problems that the educational profession and the students are experiencing in the schools. You are really bringing this discussion, as my colleague said the other day, to a low level.

I don't make any apologies for being angry but I am angry.

**Hon. Mr. Wells:** I must say I can appreciate my friend's comments. I must say, though, that it was his comments in the beginning that started us on this tack in these estimates. He has been consistently unwilling to admit that we are even doing anything in any area in this ministry. As we have pointed those things out, I have taken a very reasonable approach. I am sorry if he feels that way about the way I have spoken. I have taken a very reasonable approach, while he has consistently talked as if nothing has ever happened in any area in this ministry.

I conceded that the pension idea was a good idea. I merely pointed out some of the problems connected with what my friend had suggested and indicated that we had done things in that area. We haven't been sitting here not doing things; we've done a lot of things. You may refuse to look at them;

you may refuse to acknowledge them; you may refuse even to consider that they exist. But we've looked and looked and looked at that area of pension incentives and we've done a lot of things in that particular area.

We've looked at the area of limiting enrolments and we've limited enrolments at our OTECs. But as a policy we have decided not to limit enrolments at this time in the other area. I am happy to hear your suggestions about them, but I think you are casting everything that I am saying in the wrong light. I am trying to give you my feelings. If you want me to be slightly evasive with you and just use the easy way way out and say I'll take it and I'll look at it and then throw it all in the waste basket and go away, that would be the easy way out.

I am trying to give you the counter-arguments I am going to have to face and I know I am going to have to face in this particular discussion, not only within the ministry but within the government. A lot of these areas that we are now talking about, public service pensions and so forth, are total government policy areas. All I am trying to do is to be frank and helpful with you. You began by indicating that we just do nothing at all, and I don't accept that, as far as this ministry is concerned.

**Mr. Grande:** In the particular areas that I have been talking about in the past two or three days, there has been virtually nothing done.

**Hon. Mr. Wells:** You and I agree to disagree.

**Mr. Grande:** That's a fact.

**Ms. Gigantes:** The minister said last week that he would be able to announce the makeup and the mandate of the commission on declining enrolments—since we seem to be firmly entrenched in the wrong vote now I might as well ask it here—early this week. Do you have any announcement to make?

**Hon. Mr. Wells:** No, I haven't yet because I have been too busy completing the work on these estimates to get that.

**Ms. Gigantes:** What is going to be the function of the commission when you have what you call the ongoing forum which you are about to start?

**Hon. Mr. Wells:** The function of that commission is going to be to listen to very much the kinds of suggestions that we have been listening to here tonight, and many others from many other people in this province, about this particular area and then to sift out those suggestions and comments and

to present us with some reasoned solutions or opinions or guidelines in those particular areas—not only us, because we as a ministry can do certain things, but maybe school boards, federations and so forth can all do certain things.

**Ms. Gigantes:** Won't they have a role to play in the forum? I don't understand how these two bodies work.

**Hon. Mr. Wells:** The forum on teacher education is a different group. That is an ongoing body that is going to deal with the area of teacher education—things such as the hon. member was discussing in curriculum and so forth, the kind of preparation that teachers have. After all, that is in some ways related, in the areas that he indicated, to declining enrolment, but in other ways unrelated to whether enrolments are declining or increasing. It is related to the kind of teacher training programs that go on. It happens that they mesh together now but we have been in the process of working on this for the last year. It has been worked up with OTF, the deans and so forth.

**Ms. Gigantes:** Do you envisage a kind of travelling hearing-of-briefs commission?

**Hon. Mr. Wells:** For the declining enrolment one? Yes.

**Ms. Gigantes:** Do you have any kind of deadline for completion of the inquiry?

**Hon. Mr. Wells:** Yes. I would like to see some kind of interim report by the end of the year and perhaps the final report certainly by next spring.

**Ms. Gigantes:** Then you will hear more submissions on that and so we won't have any policy worked out for a year after that?

**Hon. Mr. Wells:** No, no. Maybe as events unfold, the things will also occur that will allow us to move on them and so forth.

Interjections.

**Hon. Mr. Wells:** Please, please.

**Mr. Grande:** Green paper, white paper, yellow paper—

**Mr. Foulds:** That was nastier than anything.

**Mr. Van Horne:** I felt that perhaps a little levity should be brought in because it strikes me that emotion was getting a little high here. I would just like to go back to where I was—

**Hon. Mr. Wells:** Don't be afraid of emotion.

**Mr. Van Horne:** No, but perspective is something that I think we should keep. Going back to some exchange of words we

had about an hour or so ago, I think you were critical of my being critical of some of the curriculum in the teacher education process and, of course, after that you mentioned this forum on Ontario teacher education. I am happy to see that something is happening there. We have also talked about the royal commission. Both of these have to cost some money and I am just wondering where we find what you are anticipating as the cost of both of these ventures. Do we see this in the estimates or not? That is what we are here for, I understand.

**Hon. Mr. Wells:** The forum on teacher education, the money connected with it will be in the general services of this teacher education vote, whatever it costs. It is somewhere between \$12,000 and \$22,000 as I understand it.

**Mr. Van Horne:** Does that come under the general heading of head office?

**Hon. Mr. Wells:** Yes, it does.

**Mr. Van Horne:** And the royal commission which you are about to announce, will that also be included in that or somewhere else?

**Hon. Mr. Wells:** It will be in the general head office vote that we passed under 3001. There will be an amount of money in there.

**Mr. Van Horne:** Thank you.

**Mr. Foulds:** And that'll come out of the taxpayers' pockets, too.

**Hon. Mr. Wells:** Just like our salaries.

**Mr. Cooke:** We were talking about the declining enrolment. Back in 1976, during the great restraint program, the ministry cut off the grant or the special grants connected with declining enrolment, and I just wondered what the rationalization behind that was. I know the Windsor board in particular was getting a weighting factor for declining enrolment and that was eliminated in 1976.

**Hon. Mr. Wells:** That's right.

**Mr. Cooke:** What was the rationale behind that?

**Hon. Mr. Wells:** The rationale behind that particular move was, first of all, when we had the ceilings there was no flexibility at all for a board. They could only spend up to the ceilings and that was it. There was no other amount of money that they could levy locally. When we changed to the policy of allowing local levy again, at the discretion of the board, there was a leeway there for the board to raise money.

**Mr. Cooke:** So you shift the cost of declining enrolment back to the local taxpayer?



**Hon. Mr. Wells:** What we really wanted to do was to put an accountability factor into the process. I am afraid some of the people who brought in briefs—and I am not saying the Windsor board did this; I don't think it did—but some of the people really wanted to be sure they were still getting grants for pupils who weren't there and would continue to get grants for a number of pupils who weren't there.

The declining enrolment factor gave you 66 per cent or 75 per cent of the total grant for a pupil who really wasn't there, the idea being that you would have a certain period to phase it out and we would do that 75 per cent and then it would go down. We kept getting briefs saying we needed to increase that and we were getting to the point where people were believing that even though your enrolment declines, you get the same amount of grant. I can't sell that policy here.

**Mr. Cooke:** But there are extra costs involved when a school is only being used to half its capacity and I thought that's what the grant was for, to offset some of those costs. What, in effect, happened in 1976 was that when that special consideration was eliminated, then the cost of that or the cost of declining enrolment was shifted back to the property tax.

**Hon. Mr. Wells:** Part of it, yes, and therefore boards could not just assume they were going to get grants ad infinitum, they would have to look at ways that they could accommodate that problem and sort of cut things in order to accommodate their financial position in that regard. That's the reason it was done.

**Mr. Van Horne:** I would like to know the specific amounts of money included in the estimates for the two topics that we have been discussing—the royal commission and the Ontario teacher education forum. Is that information available?

**Hon. Mr. Wells:** The specific amounts?

**Mr. Van Horne:** How much of the budget that you said was under the heading of head office or some general account?

**Hon. Mr. Wells:** I think about \$15,000 to \$20,000 in the teacher education vote will be in there for the teacher education forum. The amount—and I haven't any idea what the amount will be except that it will not be exorbitant—for the commission will be settled on in the other estimates. If they are not in the estimates, we will have to apply to the Management Board, which is the normal process for an overage on our budget, but I don't believe that will be necessary, that

there will be enough in the head office for that particular commission.

**Mr. Van Horne:** Aside from that, there are 13 people as complement in head office so you could get a pretty fair handle on their salaries plus any other expenses related to that, beyond that—the remaining moneys that I see here, the \$518,100—

**Hon. Mr. Wells:** Which page are you on?

**Mr. Van Horne:** I am on page 74. If we take the salaries of those 13 plus related expenses, and then the \$15,000 to \$20,000, whatever is left is on the royal commission, except that if you go beyond that you apply for what you just called an overage.

**Hon. Mr. Wells:** I am sorry. What did you say again?

**Mr. Van Horne:** I want to know how much money—

**Hon. Mr. Wells:** It is \$15,000 or \$20,000. It may be as high as \$20,000, the cost of the commitment to this teacher education forum, and it will come out of this vote.

**Mr. Van Horne:** But you also mentioned that whatever costs might be realized from this royal commission would also come out of this money.

[10:00]

**Hon. Mr. Wells:** No, I'm sorry, not out of teacher education. It would come out of the head office vote that we passed back in vote 3001.

**Mr. Van Horne:** That's not what you said earlier. I just wanted to clear that up.

**Hon. Mr. Wells:** I'm sorry. I meant the main office vote way back in 3001.

**Mr. Van Horne:** That wasn't made clear and that was my point.

**Mr. Kerrio:** I have a concern related to another significant area involving our young people. I am wondering if it should come under teacher education. I am quite concerned in two ways about a new trend in physical education at the elementary and secondary school levels as it relates to some training at that age that might be continued through life. One is that I feel we are somewhat neglecting the physical aspects of education at the elementary and secondary levels. Then I am somewhat concerned when we get into the secondary schools that we concentrate on much team effort and we don't retrain phys-ed teachers to concentrate on those areas that probably 99 per cent of the people will address themselves to in their recreation time for the balance of their lives.

I am wondering if there is in teacher education a reassessment of that whole position. I am quite concerned that in this country we do not really do very much along the lines of physical education at the elementary and secondary schools, and, secondly, that there is too much emphasis placed on team sports by phys-ed instructors than having a broader type of education that would touch more of the people in those schools.

**Hon. Mr. Wells:** I think that's a very good question and I suppose it could come under this vote. It also comes under the curriculum vote we've already passed. My personal experience—and we have discussed this many times at many meetings—is that physical education has shifted as you have indicated. There is still the emphasis in secondary school on team sport but there is also a great deal of emphasis on personal fitness. There is a lot of emphasis now being put on personal fitness in the elementary school.

There's a lot that still has to be done. The elementary school physical education program, I suppose, in a lot of cases over the years has been a neglected area of our whole education system. There's a lot more emphasis being put on it now. We are encouraging people to do more things, particularly in the area of personal fitness.

That's an area where, in the case of physical education teachers who can't find employment in a secondary school, boards could use them in elementary schools to assist in developing elementary school programs. If they do that, they are certainly going to have to put the emphasis on total personal fitness rather than on team sport because that certainly would be the emphasis in the elementary school. I certainly find there is a greater emphasis in secondary school on these other programs.

**Mr. Kerrio:** My concern is to develop the traits within the youngster that would be carried on. This is not being done in this country as it is in many jurisdictions. That is one element I would suggest.

**Hon. Mr. Wells:** I think a lot of it is being done now. You find a variety of programs in secondary schools. Some schools offer sailing; some schools offer golf. They are all electives. The whole thrust of the elective physical education program has turned into one where people have developed programs that will appeal to kids rather than programs that would turn them off. That has been the thrust in a lot of the schools. Team sports, of course, are still being taught.

**Mr. Kerrio:** No question.

**Hon. Mr. Wells:** Very often you will find with team sports that the people who oppose them are not the physical education teachers in the school but other teachers. I think it's a very good point and it's one that we have to keep working on and developing.

**Mr. Bounsall:** On teacher education, one area I want to ask a few questions on is the education of the teachers that is taking place with respect to and tied in with teaching and learning French as a second language. I gather the majority of the funds in the first year of this program will be spent in the teacher education area. Can you comment on your programs and plans for the teacher education colleges in order to meet the program of increased teaching of French, and hopefully learning of French, in our elementary schools?

**Hon. Mr. Wells:** One of the thrusts will be at the OTEC in Toronto, starting this September. I understand about 80 teachers will be involved. This will be to train teachers for extended and immersion classes.

**Mr. Bounsall:** Are these 80 teachers coming full-time for the year, or part-time, or two hours a week?

**Hon. Mr. Wells:** Yes, 80 of the 1,000 teachers who are enrolled in OTEC will be preparing themselves to teach extended or immersion French programs.

**Mr. Bounsall:** Are the 80 teachers a measure of the number of schools, or classes even, that you expect to take advantage of your extended or immersion programs?

**Hon. Mr. Wells:** No, they are just some of the teachers; there are other teachers available. There are also summer courses that are being offered. There's the summer course at Compton—

**Mr. Bounsall:** This summer?

**Hon. Mr. Wells:** This summer—which has 110 teachers enrolled in it. There are immersion students at the faculty of education, University of Ottawa, who will be available. Then there are others, of course, who are out in the system and perhaps teaching something else and so forth. But that is the thrust of the program at the moment.

**Mr. Bounsall:** So, really there will be 80 full-time teachers this coming year and 110 this summer at Compton?

**Hon. Mr. Wells:** And those at the faculty of education, University of Ottawa.

**Mr. Bounsall:** And how many would there be there?



**Hon. Mr. Wells:** There are 140 there. We don't know exactly how many would go into the immersion classes, but there is a potential there.

**Mr. Bounsall:** Okay, it's clear that there would be a source there. Needless to say, because of the calling of the election, I seemed to be talking only about French education issues in my riding during the entirety of the campaign.

**Hon. Mr. Wells:** I can't understand that.

**Mr. Bounsall:** For that reason alone, I wish the election had been called a week or two later, or even two or three days later. But I had an awful lot of input, some of it not particularly welcome, on the teaching of French and what we should be doing with respect to French. It is quite clear to me that the people of Windsor, who I was contacting in detail in the campaign, certainly are a little suspicious of the program you have laid on in terms of it not being enough. What the people in Windsor were saying in relation to the establishment of a French high school was, in essence, "Why can't we have immersion right from kindergarten on in all our schools?"

**Hon. Mr. Wells:** Oh, my goodness! In all our schools?

**Mr. Bounsall:** This was what they were saying on the doorstep. They were concerned that that sort of program should get going, period. Just whether that was really how they felt, or an argument against the establishment of a French school, is something I could not always sort out. Certainly a fair number of people felt pretty concerned that their children should be getting just as much French in school as they could possibly get and, starting at kindergarten, they should be getting a heck of a lot. When you queried them on what they really wanted, they were asking for a program which sounded very much like your immersion program. They then asked where the teachers were coming from, and I was able to say: "Obviously they are going to be teachers coming from places like the faculty of education, University of Ottawa, and graduates from our French elementary systems, our French high school systems and our French university systems in Ontario." That seemed to help with respect to their French school establishment situation. That's what led to my concern about the numbers that are being trained.

The other side of the comment was that it was felt the initial incentive program, the one in which you give the 20 to 40 minutes, was not going to be of much use in turning out

someone who really knew any more French than would occur if they had started taking it in grade nine for three or four years which, as the minister knows, doesn't turn out a bilingual person of any degree.

You had several board members expressing their concerns about the cost of getting into any of the programs, which is another matter to the boards, and expressing some concern about teachers that would be available to do the teaching even if they decided to go through with the various programs outlined in learning French as a second language.

We've got roughly 140 from the faculty of education, University of Ottawa, 110 from the summer school at Compton and 80 from a full-year course, so that's 330 coming up. What are your plans for summer of the following year as boards, hopefully, get into more and more of this, particularly in the immersion side?

**Hon. Mr. Wells:** Our plans are to increase the number that are available. We've got to do it very carefully so that we don't raise expectations of jobs again. But this is one of the areas where, if we can divert people—and I've said this to many young people who have come to me about teacher training. I've said: "If you want to get into an area where you will perhaps increase your chances of getting a job, look at teaching French as a second language, if that happens to be something you can do. Look at that as a specialty and you probably will increase your chances."

It doesn't take a crystal-ball gazer to realize that that's going to be an area where there's going to be an increase in programs over the next few years and, therefore, in availability of jobs. That will be one of the thrusts we will be embarking upon in different ways in the various institutions.

**Mr. Bounsall:** Have you done any matching up yet? You've got this pool of 330 teachers who can be involved in these programs. Have you any data yet to indicate the need for these teachers for this program? How many boards do you already know of that are enthusiastic about getting into it? Are we too early on that? Is 330 a quarter of the need or do you think it's 10 per cent too many? I suspect it's a little low.

**Hon. Mr. Wells:** We've given them until July 29 to get their plans to us, and we really haven't got a lot of detailed information at the minute. I didn't indicate to you—we were talking mainly about immersion—that there are 210 in the regular summer course in Toronto for French as a second



language at the elementary level. There are also some in the summer courses for French as a second language at McArthur and Althouse. They would be prepared to teach French as a second language in the core program but not to take immersion.

**Mr. Bounsall:** Not the immersion?

**Hon. Mr. Wells:** No.

**Mr. Bounsall:** So the 330 are essentially immersion?

**Hon. Mr. Wells:** The ones I've told you about would probably qualify for immersion, although not all the Compton people would qualify for immersion; Some of them might, but not all of them.

**Mr. Bounsall:** You'll know by July 29, you say?

**Hon. Mr. Wells:** On July 29 we'll have a good idea of the total programs that the boards are embarking upon. We'll also know the weaknesses in that program. If there are weaknesses, we'll have to correct them and we will correct them, because we want to have French as a second language as a viable program.

**Mr. Bounsall:** Do you have even a ballpark guess now as to how you're matching up with demand and teacher training to meet that demand?  
[10:15]

**Hon. Mr. Wells:** So far we really haven't had enough to give us an indication from the boards of the submissions of their plans. But certainly the big thrust is to have the teachers available, and this gives us a great opportunity now to divert people into this area.

**Mr. Bounsall:** You've talked about pointing this out to some students. As you say, it doesn't need a crystal ball to indicate to most of them that they should be diverting. Several have simply told me that this is what they are going to do because they can see the need. Are you promoting this? It should be obvious, I agree, to any teacher or prospective teacher, that this is an area they should be getting into. We can sit here and say it is obvious, but are you going on a program to point out the obvious?

**Hon. Mr. Wells:** Yes.

**Mr. Bounsall:** How are you going about this, where are you doing it and what are you doing?

**Hon. Mr. Wells:** It will basically be done in the universities. We'll be pointing out that this is an area where we're going to need people, that there will be jobs, and we will encourage them to get into this area.

**Mr. Bounsall:** Is this starting in September or in the summer courses; or have you already done this?

**Hon. Mr. Wells:** Yes, starting in September. We do also have plans to establish a French immersion centre. We haven't decided where that will be yet, we're looking at areas. This will be a program for teachers who are at present in the classroom. They will be able to come to that centre to take a special training program, to update their speech and so forth. This may be an opportunity for them to move on to teaching this program, rather than remain as regular classroom teachers.

**Mr. Bounsall:** Are you now starting to get into the next area of service training?

**Hon. Mr. Wells:** We've been mixing the two as we go through. We've all talked a bit about in-service training as well as pre-service.

**Mr. Grande:** Because you could not make the distinction, if you recall.

**Hon. Mr. Wells:** I think they are very closely connected. Some programs are given pre-service, some are in-service. A lot of the programs are in-service. But we do hope to establish this immersion centre where people can be upgraded in this particular skill. It will have to be in an area of the province where the milieu is Franco-Ontario, and that's the score we're now looking at.

**Mr. Bounsall:** That limits it a bit.

**Hon. Mr. Wells:** You notice that the Compton course is not in Ontario. Compton is in Quebec. We've been using that immersion centre now for the last nine years.

**An hon. member:** An excellent place.

**Hon. Mr. Wells:** Yes.

**Mr. Bounsall:** Your reply leads me to another question. If you are going to be publicizing this program in the universities in September, you obviously have some idea of the number of students you would like to see taking the whole program for the next few years—the numbers you'd like to see at Compton, for example. What are your projections for the following year for handling students who wish to get into this French program as a result of your starting to advertise at the universities in September?

**Hon. Mr. Wells:** We would like to see about 1,400 a year in training.

**Mr. Bounsall:** And that's what you're aiming at for next summer, and a year from September?

**Hon. Mr. Wells:** Yes. That's for all three different programs: the regular, the extended and the immersion.

**Mr. Bounsall:** I'll be interested in contacting you after July 29, to find out how many boards are interested and how that relates to the teachers who are going to be available. Will you be making that announcement as a matter of course, or will I be required to write you?

**Hon. Mr. Wells:** Just drop me a note. I hope that no board is prevented from embarking on a program because it can't get a teacher for the program this year. I don't think they will be. I hope not.

**Mr. Chairman:** Shall item 6 carry? Carried.

Item 7, professional development.

**Mr. Van Horne:** I'm trying to tie in what is happening with the moneys being spent. We have in-service training programs for teachers, including summer and winter courses. I am assuming you are talking about courses for teachers already certified so that these are really non-credit courses. Is that correct?

**Hon. Mr. Wells:** They are credit courses operated by boards.

**Mr. Van Horne:** But is there also that other heading of non-credit courses included here? The term in-service training implies, to me, that this is a service and not a matter of a course for credit.

**Hon. Mr. Wells:** We don't give any money for board-operated courses, be they credit courses or non-credit courses. It's merely policy co-ordination.

**Mr. Van Horne:** I thought that was the case. What we are looking at is what has, in fact, happened. We are not looking at anything different in your planning for this coming year?

**Hon. Mr. Wells:** In terms of board courses?

**Mr. Van Horne:** Or ministry courses; but particularly the board courses. I would like to tie this in, if it's possible, to what I see as a need for teachers who are presently certificated. If you are talking about the new curriculum guidelines coming into place, what kind of in-service training is required there? Is this all done at the board level with no involvement from the ministry and, therefore, at no cost? Does that come under the heading of regional office?

**Hon. Mr. Wells:** There's a regional development plan.

**Mr. Van Horne:** There's no overlapping of moneys, one to the other here?

Perhaps you would just review for me again the type of thing that we are talking about in in-service training, so that I have it clear: the first area of responsibility for providing in-service training programs for teachers, including summer and winter courses. But just the winter courses.

**Hon. Mr. Wells:** I think Mr. Gillies, who is the director of the branch, can go over the details of the winter course supervisions.

**Mr. Gillies:** The winter-course program is one of policy co-ordination and overall planning. It is a matter of the funds which we have for staff to undertake that kind of thing. The approval mechanism for winter courses offered by boards is operated through the regional offices, and they normally report to us at about this time of the year, with respect to the kinds of approvals they have granted to boards to offer first- and second-level courses towards the specialty. The boards do not offer specialist courses. Those courses are offered only directly, as a direct operation of our summer-courses programs.

There is additional money for short-term, non-credit kinds of professional development programming, through the regional professional development fund which is a co-operatively operated fund in terms of decision making, having people on the regional professional development committees from OTF, from faculties of education and from OISE—the secretariat functions of which are offered and operated by the regional offices. The funds, however, flow from the central office and are allocated from the central budget here—the \$209,000—to each of the regions. These are on the basis of approximately \$20,000 per region, with the exception that a double portion, or approximately \$40,000, is allocated for the central Ontario region.

**Mr. Van Horne:** Excuse me—you said \$209,000?

**Mr. Gillies:** Yes—\$208,000 or \$209,000.

**Mr. Van Horne:** But there are two different—one is the French-language and one is the regional.

**Mr. Gillies:** I am sorry, it is \$208,000. That's right.

**Mr. Van Horne:** Perhaps if I could go on to the next area of responsibility, I would like to review these—the pre-service and in-service programs for educational administrators and supervisory officers. Could you review that for me, please?

**Mr. Gillies:** Yes. This branch, which came into being as of last September, was given a mandate to take a look at the co-ordina-



tion of in-service training programs as well as pre-service training programs for supervisory officers. The traditional function relating to the supervisory officer pre-certification programming and qualification—and the examination process, both written and oral, to acquire qualifications to become a supervisory officer—was shifted from another branch and was put into this branch as part of the overall package. The new policies in relation to the in-service training for supervisory officials did not get completed. That policy review is not complete, the planning is not complete, but part of that does involve, for example, the operation of workshops for newly-appointed supervisory officers who have not yet gone into service.

**Mr. Van Horne:** That explains the relatively small amount of money, \$24,000 province-wide. I would ask you, if you don't mind, to continue with the other areas of responsibility just for information—staff development programs for ministry personnel.

**Mr. Gillies:** This again was another area which related to personnel development for all ministry personnel, both at the professional and support level, that was formally the responsibility of our personnel branch. This area of responsibility has now been put together with the professional development branch and the staff complement that was associated with that area has been transferred into the professional development branch. We have also made some specific plans to try to correlate and articulate the policies in relation to the kinds of philosophy that we have been operating for people in the school systems, to apply also to the people within the ministry itself—to carry on an active program for staff development.

**Mr. Van Horne:** In looking at the explanatory notes a little earlier and trying to get some backup on this, I found these amounts to be a little bit puzzling. That's why I am asking you to go over them now. In that instance, it seems to me this is a relatively small amount again, and I think you used the words "personal development for all personnel." How many are "all"? How many people are we talking about?

**Mr. Gillies:** We are talking about the total complement of the ministry as far as that is concerned. But indeed much of the funding which is related to ongoing staff

development—that is the actual cost of taking courses for staff, for example, in the curriculum branch—will be contained within that vote. That is, each branch allocates its own money for its own staff development. The overall co-ordination of those efforts, the efforts to make sure that these operations do conform, for example, to Civil Service Commission standards and regulations under The Public Service Act, is part of the staff function.

**Mr. Van Horne:** So, in fact, we are looking at a much larger amount. This is just the actual mailing out of letters, almost; or the paper-clip cost.

**Mr. Gillies:** That is true.

**Mr. Van Horne:** We just have a minute left, and I don't think it would take much more than that to quickly run over the other three areas. Would you mind doing that before we break for the evening?

**Mr. Gillies:** The other areas relate to the business of exchange within the province, the beginnings of a promotional program for professional exchange within the province, or what we refer to as the intraprovincial exchange program. This is simply a program to co-ordinate and encourage professionals to move and exchange positions of a similar kind to gain new experience, new horizons and the like. We are also co-ordinating some interprovincial programs, specifically with two provinces where bilateral agreements presently exist; that is, with the province of British Columbia—this is the first year of that agreement—and the province of Quebec.

**Mr. Van Horne:** And then there is the OCLEA.

**Mr. Gillies:** We do have the additional function in terms of relating to the organization called OCLEA, the Ontario Council for Leadership in Educational Administration. This organization was primarily begun as a co-operative, and to a certain degree also, a grassroots kind of initiative to undertake professional development programs for supervisory officers. That particular organization, which was funded and begun by a Kellogg foundation grant, is one with which we liaise in terms of co-ordinating that overall policy area for supervisory officer professional development.

The committee adjourned at 10:30 p.m.



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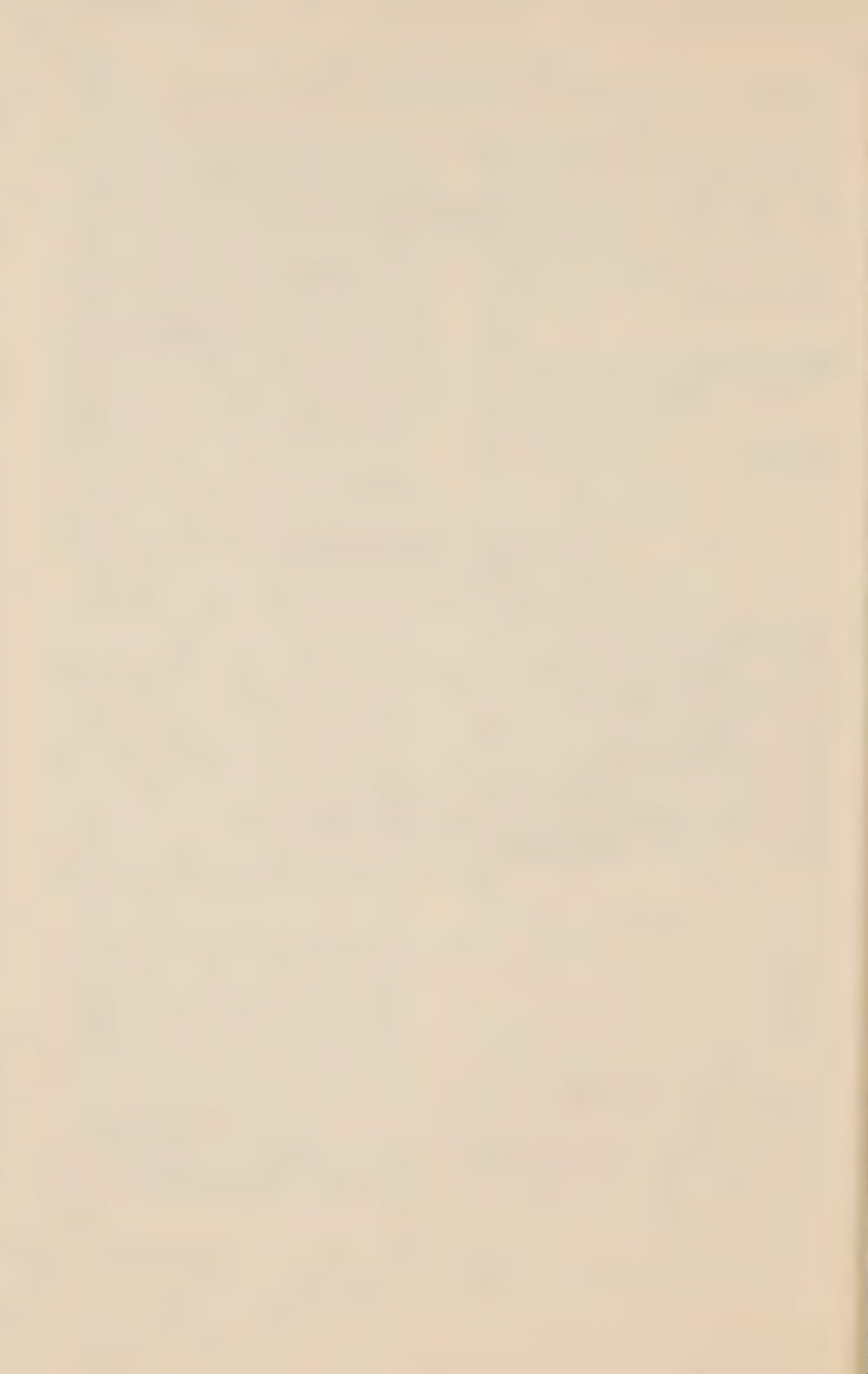
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 Conway, S. (Renfrew North L)  
 Cooke, D. (Windsor-Riverside NDP)  
 Foulds, J. F. (Port Arthur NDP)  
 Gigantes, E. (Carleton East NDP)  
 Grande, A. (Oakwood NDP)  
 Kerrio, V. (Niagara Falls L)  
 McClellan, R. (Bellwoods NDP)  
 Van Horne, R. (London North L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)  
 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)  
**Ministry of Education official taking part:**  
 Gillies, H. E., Director, Professional Development Branch











# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education

### **First Session, 31st Parliament**

Wednesday, July 6, 1977

Afternoon Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

WEDNESDAY, JULY 6, 1977

The committee met at 3:40 p.m.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Grande:** Mr. Chairman, I have a point of order and would like to ask your advice on the matter. Last night the minister was giving us some information in relation to the teaching of French as a second language, and if I remember correctly the minister was saying that if young people would come to him he would encourage these young people to go into that particular area, because he said that it doesn't require a crystal ball to see that that's coming.

Somebody came to my office this morning with a letter from the Ontario Teacher Education College, and I would like to give you a little background on this person. This person is 30 years of age. She has a BA in French, a four-year degree in the United States. She completed two courses here at the University of Toronto graduate school for an MA in French, spent a year in Lyons, France, and has applied to the Ontario Teacher Education College for French as a second language. On June 15, she received an answer which says: "Relative to your application for OTEC Toronto, any consideration of your position on the accession rules"—whatever they may be—"is dictated by the results of the selection process conducted during the recent months. This is to advise that we shall be unable to offer you a place in program 1977-78."

It appears to me that what the minister was talking about last night definitely is contrary to what really is going on in the admission for the teachers' colleges. Could the minister comment on that? I don't want to talk any further on this. I would be more than pleased to give you the details of this particular case so that it can be looked at and we can find out why this person was refused entry into the teachers' college.

**Hon. Mr. Wells:** Certainly I'd be most happy if you'd give me the name and the details. I'll find out what the record is and why this occurred, and I'll be glad to discuss it with you privately. On the surface, it sounds like someone who could have

benefited from being in the program. However, it may be that there are 80 or 90 others who were thought to be even better for the program. That may be. But I'll look into it, sure.

**Mr. Grande:** Is there a limit as to the number of people who can go in for French as a second language?

**Hon. Mr. Wells:** Yes, I guess there was a limit, as well as the number that can go to the Toronto OTEC. They've set a limit of about 80 in the program for French as a second language for this year.

If you'd like to write out the name and reference, we'll get that information for you. If you've got it now, we can get it in motion before people go home tonight.

**Mr. Grande:** Good. Thank you very much, Mr. Chairman.

On vote 3002, education program:

**Mr. Chairman:** Mr. Van Horne. Item 7.

**Mr. Van Horne:** Mr. Chairman, I'd ask your indulgence on this. I would like to refer back to, I believe it was item 6.

**Mr. Chairman:** Okay.

**Mr. Van Horne:** I had asked for some indication of how much money might be earmarked for the forum on teacher education that the minister had alluded to. Is that information available?

**Hon. Mr. Wells:** I thought we indicated \$15,000 to \$20,000 and that it was in the head office vote.

**Mr. Van Horne:** And that is all? I'm just not sure—having late last evening looked at a couple of documents, an OTF report and so on from the preceding year—if it is the intent that this be an ongoing body or is this to be just an interim type body. In other words, is this \$20,000 going to be the beginning of what might be a staff of three or four people, or is that money that would be spent for various gatherings of people? In other words, are we looking at the appointment of a person or are we looking at the developing of a certain ongoing process that really wouldn't mean any additional staff coming on?

[3.45]

**Hon. Mr. Wells:** As I recall, it is half the time of a staff person, at least in the beginning as we set this up. We were sort of offering the space and some of the staff to work half time to get this body going. It is to be an ongoing body, not just appointed for a specific purpose and then disbanded. It will be a continuing body. Some of the initial recommendations were that the ministry provide funding for it. I think that as the body is established we may want to work out certain other models for funding, but in the beginning we are committing ourselves to a certain amount of money to get the thing on the track.

**Mr. Van Horne:** Thank you very much, Mr. Chairman. To go on then with item 7, as we left off last evening the minister's assistant gave us a run-down on the areas of responsibility under this general activity description. We didn't have a whole lot of in-depth questioning in this area. There was reference made to the summer course program, and the question came up about reviewing present programs, particularly in the area of special education, which is an interest of mine.

In doing this, if again we are to assign staff to that kind of a task and have it as an ongoing process, have you adequate staff, or is there adequate money here in the budget to see that that type of program review is done?

**Hon. Mr. Wells:** Yes, there is. Their plans are to do it in a cyclical nature, five or six different summer programs a year, doing a review, and there is money and staff available for that. This is a new branch too. It is the first time we have really pulled everything concerning professional development together, and they have put together a branch that I think can serve that purpose.

**Mr. Van Horne:** I appreciate that, and at the end of evening I spoke to a couple of your staff who are involved just to get some more information.

**Hon. Mr. Wells:** Howard Gillies, who is here, is the director of the branch.

**Mr. Van Horne:** The one general question I have is what can we expect next year? That, perhaps, is getting into the area of crystal-ball gazing, and I think that's a very unfair question to put at this point. I would like to defer to the other members of our committee and not ask any more questions at this point.

**Mr. Sweeney:** Just one question, Mr. Minister: Given the large number of excess teachers we have now, and given that several

of the teachers' federations themselves have indicated that six-week summer courses really don't meet the needs of many of their members, is there any thought being given to funding in some way courses of a semester, or even a year?

**Hon. Mr. Wells:** Maybe you weren't here last night when I was talking about one of the future roles possible for OTEC—

**Mr. Sweeney:** Oh, I am sorry, if you have answered it, forget it.

**Hon. Mr. Wells:** I indicated that although the planning and thinking about this is in the embryo stage, one of the future possible roles for OTEC is in this area, rather than in pre-service training. We are now looking at it as winter as opposed to summer courses, courses in the regular school year of an upgrading nature. It's possible that something of that nature will be worked out.

**Mr. Chairman:** Any more discussion on item 7? Carried. Item 8, student activities and special projects.

**Mr. Van Horne:** Just kicking this one off, Mr. Chairman, I think a fair number of areas of responsibility could almost be described as motherhood things. I don't want to belittle them, yet I don't see any need to pursue them in depth except to wonder what significant new developments there are in this area. What are we looking at in this coming year that could be described as significant?

**Hon. Mr. Wells:** Some of the significant areas are in Project Canada and school twinning. That, as you know, was indicated as an area we would beef up in conjunction with our total French as a second language program and the total thrust today on greater awareness of national unity in the country. We're encouraging the branch to further develop that program; in other words help, through promotion and so forth, the twinning of schools in Ontario with schools in Quebec and other provinces.

Another area we're moving into is international teacher exchange opportunities. We've been increasing the programs of exchange for Ontario teachers with the United Kingdom, France, West Germany, the Netherlands, the United States, Australia and so forth. While none of these in themselves are big programs, they are very helpful, again perhaps in this whole area of multiculturalism and a greater awareness of some of the things in these other countries. One of our exchange people is here right now, Max Angus from Australia. He has spent this year working in the ministry. Don Johnson from our ministry has been working



in Australia for this year as part of one of the exchange programs.

**Mr. Sweeney:** That should be interesting given they've got the same problems we have. We had some people up at our board who said this. They said they could easily exchange themselves and not make any bloody difference.

**Hon. Mr. Wells:** This is part of it. We've been setting up and facilitating arrangements whereby teachers can exchange with teachers from some of these other countries. There are some other countries where we can develop these programs.

A new addition to this branch, which is slightly reorganized since the last time the estimates came up, is the student guidance information service and the responsibility for guidance programs with which you're probably very familiar.

**Mr. Van Horne:** I did have a question to ask in that area.

**Hon. Mr. Wells:** That's one of the new initiatives in this particular area. This branch administers the Ontario young travellers program, which is a very successful program, one of our really good programs to encourage young people in out-of-school learning and to support people from northern Ontario to come to the capital city here, to have an educational experience and a visiting experience in this area and to partake of some of the Ontario-wide facilities that are available here, like the Legislature, the Science Centre, Ontario Place and a variety of other facilities; the Royal Ontario Museum, the Art Gallery and so forth. Some 10,186 students have taken part in the Ontario young travellers program. That's about a quarter of the total grades seven and eight population of northern Ontario. The program is fairly significant.

**Mr. Sweeney:** That's all within the province?

**Hon. Mr. Wells:** Yes. This program applies to classes in grades seven and eight only, total classes not individuals. It subsidizes their tours down to Toronto. There's a folder on it, if you haven't seen it. I'm sure any of your colleagues from the north would have this information.

**Mr. Van Horne:** Glancing through this document, the one question that comes out of it I guess is the obvious one.

We have over the last few days talked or touched on the topic of dropouts. I have to wonder when I read a comment such as I am going to read here: "Once again, in schools which offer the SGIS on a volun-

tary basis, it is the highly motivated, high aspiring student who is most likely to consult the guidance counsellor and to take advantage of the availability of SGIS." Comments similar to this appear throughout the document.

I am concerned with the converse. The obvious thing here is that those who are likely going to drop out don't consult. They come into the welfare scene somewhere along the way, or end up searching for some form of occupation and finding service somewhere outside the system. I wonder if somewhere along the way the ministry has any responsibility. I know there are such things as Manpower and other agencies, but is there not some way we can reach out to these dropouts and provide information for them?

At the same time I ask that, I have to wonder about the guidance programs in our schools. In most of the elementary schools I am familiar with, certainly that's a small number, but in talking around I think it is reflective of a fair number in the province, there is not a very operative guidance program in our elementary schools. Beyond that, at the secondary level, with group guidance being a thing of the past in most cases, guidance counselling being on a request base because of the pressure of the dollar on school budgets, I have to wonder if the ministry isn't missing something along the way in not encouraging this activity. I don't know how you can do this, I am simply raising the issue as a concern, the need to increase guidance service in our schools.

I think the time is certainly right for some thrust in that area. I don't know whether you have been thinking about it, what your plan is or what your comments are; but I would be delighted to hear what you have to say.

**Hon. Mr. Wells:** I of course agree with you, that in certain areas there is a need for updating and increasing the guidance component in our school system. I hear the comment quite often that there should be guidance in the elementary school. I am not sure exactly what people mean when they say that. Certainly they don't mean a duplication of the kind of guidance programs that are available in the secondary school.

**Mr. Van Horne:** No; I think, if I can interject here, my perception of it has been that orientation for secondary school is a part of this. The core selection process is part of this. Obviously this doesn't start in grade 1 but it certainly does fall into place at the beginning of the intermediate division. In some instances it's an extension of parts of other programs in the elementary school, for



example family life, which is in some systems understanding yourself.

**Hon. Mr. Wells:** I think that in the elementary system, where we perhaps use the wrong term when we call it guidance, we are talking about some kind of counsellor service that would supplement the classroom teacher and would help the student, in a counselling function, with a variety of problems—what does Toronto call it, community service officers. There is a variety of names, but I think that's what they call them in Toronto.

However, these people are there to help the classroom teacher handle problems above and beyond the straight learning problems that may impact themselves upon the learning situation in the classroom. I think the Teachers' Federation and others have asked for programs in counselling and addition of counsellors in the elementary schools. I think it's something that more and more elementary schools are working toward.

**Mr. Van Horne:** What is there in the grant structure that would encourage boards to pursue that?

**Hon. Mr. Wells:** The only thing in the grant structure is that there is a certain amount of money, and the boards will have to set their priorities as to whether they have the resources to employ these people or not. Some boards are employing them and putting their resources there rather than in other areas, but there is nothing specific that says if you have that person you get more dollars. [4:00]

But that, I think, is the main thrust in elementary school. I think that in the later years we're finding more assistance in career counselling coming in, particularly in areas that have senior public schools or junior highs.

In the secondary schools we're of course putting our emphasis first on the students' guidance information service. There have been some new initiatives in that area and we are taking further initiatives to make it more available in all the secondary schools in the province. There are a variety of things that are happening. Mr. Blake could probably outline a lot of those to you in detail if you wish.

We've also issued a new curriculum guideline called Guidance, Senior Division, which outlines a credit course in career development that's available. It is a full time, one credit course. A total of 45 schools are offering the course on an experimental basis. That again is a course where the students would

take a complete course in career development and it would, hopefully, assist them, through that course, to get some direction for themselves.

**Mr. Van Horne:** Could I go on to the other part of the question? That was the thought you may have had about extending service into the community for those youngsters who drop out of secondary school?

**Mr. Grande:** Could I ask a question, Mr. Chairman? I would be interested in what the thinking of the minister is in this regard: Have you given some thought in terms of not including the guidance counsellor in the pupil-teacher ratio on the understanding that guidance counselling is a separate function?

**Hon. Mr. Wells:** In which pupil-teacher ratio do you mean?

**Mr. Grande:** All the people who are in the school, whether they be principals, vice principals, consultants, whatever they may be, are all lumped into the pupil-teacher ratio, to decide whether the pupil-teacher ratio is 27.1 to one; that's why the pupil-teacher ratio has no relationship whatsoever to class size.

**Hon. Mr. Wells:** Yes, I follow that; but I think the question that needs answering is what is that pupil-teacher ratio used for? It's basically used for statistical purposes or for collective bargaining purposes over which we don't have any control. In other words, we don't use a pupil-teacher ratio that is defined including or excluding guidance teachers for our grant system or anything like that. What you're thinking about is the kind of pupil-teacher ratio that's reported by boards as their pupil-teacher ratio, or the kind of figure that's put into a collective bargaining agreement that says the pupil-teacher ratio in secondary schools or elementary schools shall be thus and so. The definition of what is included and what isn't is usually left to those who bargain the contract. It's not set by us.

**Mr. Cooke:** Before we leave guidance counselling maybe I could ask a question. When I was on the Windsor board I was always very confused as to what the role of a guidance counsellor was. I got the impression that a lot of guidance counsellors didn't really know what their role was. From talking here today about guidance counselling I still pick up the same confusion. Is it career counselling? Is it—

**Hon. Mr. Wells:** You're talking about guidance counselling in the secondary school?

**Mr. Cooke:** Yes.

**Hon. Mr. Wells:** I think that basically the general feeling is that a guidance counsellor in the secondary school is first and foremost a career counsellor. He's there to help the young person and give them guidance in the kind of things they should do to pursue a certain career, or help them to find within themselves the kind of career or occupation or job they want to follow; and then to tell them the kind of requirements they'll need and direct them in the kind of courses they'll take in the school.

I think that's the generally accepted term. But I'm sure the word "guidance" is broadened out in a lot of cases and the guidance counsellor is used in schools to guide and to assist and to be a father confessor in a lot of other areas, that again, as I said, impact upon the learning situation.

**Mr. Cooke:** That's what upsets me sometimes. I get the feeling that students go to guidance counsellors for all sorts of things and I don't know how qualified the counsellors are to help students with, say personal problems. That is not their area of expertise and that is not their area of training.

The other thing is with career counselling. There are big choices to be made before a child enters secondary school, and maybe that is where there should be a lot more concentration, or at least there should be some counselling.

A lot of students entering secondary school get the wrong advice. When I was a trustee on the Windsor board a lot of parents called me up and that was one of their problems. A kid would get into grade nine and find out he had taken the wrong subjects at the end of the year, or maybe even more advanced than the secondary school. They would base their decision on advice from elementary school teachers, people who are not as familiar as they should be with the secondary school.

**Hon. Mr. Wells:** I have heard that kind of complaint from parents too, of course, in my own area. A lot of times, for a variety of reasons, they have not taken the opportunity to go to the meetings that have been called to explain them.

**Mr. Cooke:** But even when they go to the meetings. I know I helped my younger brother and sister not too long ago when they went into grade nine. My parents went to the meeting at the high school, but the system is quite a bit different from when my parents went to school and it was just too difficult to understand. Luckily I understood

it and I corrected a mistake that an elementary teacher had made in recommending courses that my younger sister should take.

I think the school system has to bear the responsibility, not the parents.

**Hon. Mr. Wells:** Yes. I think there is a responsibility there, but the parents also have to bear some responsibility. The school system cannot, in an absolutely 100 per cent, foolproof way, guarantee they will do the job for 100 per cent of the people in an absolutely acceptable way. It needs the checks and balances of the parents.

**Mr. Cooke:** The point I started out to make was that I think the role of a guidance counsellor has to be made much clearer. Some schools are using them as social workers more than career counsellors. If that is what we are going to be getting into, then the teacher training for guidance counsellor should be changed so that they are better qualified.

**Hon. Mr. Wells:** I certainly wouldn't dispute that statement, that there is a great deal of emphasis put on the social work aspect of that function. It is recommended to them in some of these documents. It is indicated that they have a responsibility to help that young person develop to their fullest potential, and that they are really there to guide them in any kind of problem they might have. I think that in a lot of cases the principals of the school will lean heavily upon guidance counsellors in this area for a variety of reasons.

**Mr. Cooke:** As long as they know where their role begins and where it should end, and where they should turn it over to a professional.

**Hon. Mr. Wells:** I agree with you. I think that is the real crux of the matter, to be sure they don't turn out to be amateur psychologists and everything else, that they realize that at a certain point some professional help that the board has available is needed.

I think it is very important though, the point you make about guidance for the elementary and secondary school transition. That is very important and certainly we would stress that most highly.

I know in my own area my daughter and her classmates, who are just going from grade eight into secondary school, were taken to the secondary school sometime in May, where they had an opportunity to visit and to talk with the guidance people, and to meet a lot of the teachers. Then the credit sheet was explained to them and the book was explained to them and so forth. This was in



addition to the meetings that were arranged for the parents at the school. There was a real endeavour to make everybody aware of what was happening and to make sure that the people chose properly.

**Mr. Van Horne:** I don't wish to be critical of your system Mr. Minister, but to go in May is a little bit late. I say this not facetiously, but—

**Hon. Mr. Wells:** That is not my system. That is the system in the local board in the jurisdiction where I happen to live at this moment. They devise the—

**Mr. Van Horne:** You happen to live there, but really there is pressure on to do this kind of thing much earlier than May, because of the necessity of putting the timetable together and knowing what your staff requirements are, and what shifts and changes in courses selected might be.

**Hon. Mr. Wells:** Well, May might have been the wrong time, the time goes so fast around here—

**Mr. Van Horne:** You were rather busy in May, I suspect.

**Hon. Mr. Wells:** Yes, we were all rather busy in May, but it was when there was still time for the student to fill out the option form and submit it for timetabling for next year; it wasn't until after that that it had to all be in.

**Mr. Kerrio:** With the changes in the curriculum, is the student possibly going to have significantly more time on career choice and such?

**Hon. Mr. Wells:** I'm not sure that I follow the question.

**Mr. Kerrio:** The point is how far down did we move the choices and, maybe as a reversal, can the core in the basics carry them a little further along before decisions are made in a fixed way? It seems that guidance counsellors are somewhat inhibited by a child's social position and abilities to do things that they might want to do. I was hopeful that that choice could be left as far along as possible.

**Mr. Cooke:** You've still got to choose between four- and five-year programs.

**Mr. Kerrio:** Yes, I appreciate that.

**Mr. Cooke:** Well, that as the major choice.

**Hon. Mr. Wells:** That's the problem.

**Mr. Kerrio:** That is right.

**Hon. Mr. Wells:** Mr. Blake said to me: "There are no such things as four- and five-year programs" but, unfortunately, in most schools there are.

**Mr. Kerrio:** There are.

**Hon. Mr. Wells:** There are indeed courses, and there's no denying the basic choice that has to be made in the core subjects—in English, mathematics, science and history—is whether you take advanced or general. That's really the basic choice that has got to be made.

**Ms. Gigantes:** If I could throw in one example that came to my attention a few months ago, a very bright girl came as part of the course work to talk to me as an MPP, to interview me for her course. At the end of our discussion, which I enjoyed, I said: "What are you going to do next year?" She was in grade 13 in one of our large high schools in the Carleton board area.

"Well, I think I'm going to university. I think I'm going to have some difficulty; I want to go into public administration at Carleton."

"What's the problem?"

"No math. I dropped math last year."

"Why did you drop math when you knew you were going into public administration and you knew you were going to need math?"

"Well, I thought I was going into psychology."

"You can't do psychology these days without math." If you are going to get into psychology at all, you are going to have to have statistics and pretty advanced mathematics.

"Did you get any advice from your guidance counsellor?"

"Yes."

"Nobody suggested to you that you should hang on to your math?"

"No."

And there's the university right there.

At the other spectrum, the choice on these kinds of questions has to be made in the final years of high school. Why, when there is a university right next door, doesn't a guidance counsellor take the initiative to find out what a student like that, who is a good student, is going to need?

**Hon. Mr. Wells:** That's part of the very tough job of making sure that everybody who is a guidance counsellor has all the proper information and is able to make it available. There's no question, you have a point; I hear that story from constituents and I am sure we all do from time to time.

**Mr. Bounsall:** This does occur. Do you not see the ministry as having a responsibility in seeing that universities do communicate with the guidance counsellors in our secondary schools so that this type of



thing is decreased? What sort of programs do you go on? We have all heard it, you have heard it; and yet it continues to happen. What do you do about it?

**Hon. Mr. Wells:** Part of this is in this student guidance information service, the computerized program. The admission requirements and the kind of courses that students should take for those various courses are all in the SGIS, and we have put a lot of courses into that program. It's all on computer, and there is really no reason anyone should not be able to get hold of that information.

**Mr. Bounsall:** Except it happens they don't get informed about it.

**Hon. Mr. Wells:** That's right.

**Mr. Van Horne:** I would like to go back again to the experience you related with your daughter. There are times when the youngsters go from elementary up to secondary because the secondary invites them, not because the elementary school has the staff to make the arrangement; in other words, there is no one there. I'm not saying that's the case with your daughter, but it is in quite a few instances. We do have precious little guidance for the youngsters coming out of elementary schools in a lot of situations.

On the other hand, as I understand it—and please correct me if I am wrong—the legislation is still permissive, is it not?

Just looking at the Act, section 147(27) says: "A board may appoint one or more teachers qualified in guidance according to regulations to collect and distribute information" and so on.

[4:15]

**Hon. Mr. Wells:** In secondary schools they must have a guidance department.

**Mr. Van Horne:** But it is permissive at the elementary level?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** But on the other hand, it's required at the secondary level. Yet the priority thing you talked about a while ago was pressing in on the boards and obviously it doesn't have a very high priority at the elementary level in spite of the latitude and freedom of choice that is there, in some cases it's a little bit after the fact that the parents really take a look at the youngster's timetable and that the youngster really understands what he or she has chosen. At times it's awkward to work out of that.

I just have to wonder about the responsibility of the ministry to encourage more guidance service in some way or other. If this is critical to the whole issue of declin-

ing enrolments, dropouts and so on, when are we going to look at it? Maybe you've done this; I don't know. I'm asking the question: Are you concerned that we need more guidance service?

**Hon. Mr. Wells:** I'm not sure we need more guidance service in terms of personnel and so forth, except that there may be a point to be made in the case of the elementary level. It is the information that's available, and the exchange and understanding of the information, that I think is really the problem.

**Mr. Grande:** The problem is more than the information. The problem is that the information, the qualifications and the requirements change so quickly that it's impossible to keep up with it.

**Hon. Mr. Wells:** That's one of the things.

**Mr. Grande:** The other factor is that the jobs are not there. So any guidance counsellor is going to think twice before directing a young person into a position that it not going to be available at the time the person graduates. That's really where the problem, the double problem, is.

**Hon. Mr. Wells:** But that isn't the problem your colleague brought before us. There, the person knew what she wanted to do but didn't get the right information. That's a problem also. That's why we've put so much of it on the student guidance information system, which is a computerized operation. Provided the program that is put into the computer is right, people should be able to tap in fairly quickly and get that up-to-date information, even though it does change quickly. The whole reason for this process is to get it into a computer so that you can change it and the person, again if they take the trouble to ask for it, can get it back and it should be up to date.

**Mr. Cooke:** This is up-to-date information on the job market?

**Hon. Mr. Wells:** I don't think there is a component in there at the minute on the job market. You and I know that the manpower planning aspect of this problem is the one that is not solved or met at the minute. That's the toughest one—to be able to lay out accurate figures for young people of where the needs are in society in certain jobs and so forth. We don't have that component built in at the minute, but that is a possibility. The system can easily be programmed for that when the information is available.

**Mr. Grande:** We're talking about only one profession, the teaching profession, and

obviously the information is not going out where it counts, with the grade 13 and university students, to tell them to stay away from the teaching profession. It is my understanding that up to now you've got 2,000 applications for only 600 openings, so that information is not going through.

**Hon. Mr. Wells:** I'll bet you that at least 1,800 of those 2,000 applicants know they are going to have a very tough time getting a job but they still put in their applications.

**Mr. Cooke:** There was a major article in the Windsor Star a few weeks ago which contained interviews with teachers who were graduating, and those teachers claimed they had no idea it would be this difficult to get a job. You can't rely on the news media to give career counselling, of course.

**Hon. Mr. Wells:** I think that could be true of those who graduated last June, because we were in the transition period and perhaps they didn't quite believe what they heard. I certainly don't think it would be true of any of the group applying to any of the teacher training institutions for this coming September. I'm sure the majority of them are very aware that it's going to be very tough to get a job.

I think that's a very valid point you make and it certainly should be put into the guidance process, but I'm also sure that, given the prominence that it's received within the federation or probably in the secondary school, very few guidance people are not aware of this particular fact and would bring it up with any student who discussed it. You have to remember teaching has become a post-graduate course, so really they're three or four years out of secondary school now and it's wherever they go for guidance or counselling afterwards, or when they get their applications for the various colleges, that's when they perhaps should be told what's happening.

**Mr. Van Horne:** I don't want to beat that point to death, but I'm just looking at an article from the Headmaster, 1973, spring issue. There's a condensation of an address you gave, Mr. Minister, and I'm just quoting from part of it. This is on page 12. "I think most of us saw several results last spring"—that would have to be 1972 I guess—"of the increased supply of teachers when job security became the number one priority." Then you go on to say, "Hysteria in areas where enrolment predictions were inaccurate reduced mobility of experienced teachers with permanent contracts, the turnover rate fell from 10 per cent to just over five; see tougher

reactions from people being released; maternity leave rather than resign; probationary teachers and so on."

The writing was on the wall back then. Here we are in 1977. I know we've got a big province and it's an involved process. We're facing it now so maybe I shouldn't even raise the issue, but certainly there's got to be some way of turning on the alarm signals and acting a little more quickly than this.

**Hon. Mr. Wells:** Is that my speech?

**Mr. Van Horne:** I think it is.

**Hon. Mr. Wells:** It looks so new.

**Mr. Van Horne:** You may want to use it again.

**Mr. Kerrio:** Yes, it's still appropriate.

**Hon. Mr. Wells:** That's Daryl Hodgins isn't it? Is he quoting me?

**Mr. Van Horne:** I think he was quoting you, I don't know; it was just brought over by one of the research people.

**Hon. Mr. Wells:** Yes, I think that's Daryl Hodgins's speech.

**Mr. Van Horne:** I apologize for attributing it to you if it was Daryl's. I misquoted.

**Hon. Mr. Wells:** That's all right, he's a constituent of mine and a neighbour.

**Mr. Van Horne:** Yes, and you like him. However, the alarm signals were there some three or four years ago.

I would like to leave that particular topic and go back to the other question on guidance, and that is, extending the service for those people who drop out. Is there any way that boards could extend the program beyond the schools and have it come under the guise of continuing education to provide guidance service for those who do drop out and are seeking advice?

**Hon. Mr. Wells:** First of all, there is a guidance facility, a service available for students who come for the continuing education program and our correspondence courses. They can come down and talk with counsellors at the correspondence course centre, or they go into the school if they are going to take a continuing education program. These are people who have dropped out and now want to come back in and take a night program, those counsellors are there to assist them.

We hope to extend the student guidance information service so it can be available. I'm informed that we've just got it in place now. The student guidance information service is now available to all the correspondence school students at no charge. They can in-



dicate on the forms the information they want. This is, again, a correspondence guidance service. They send the forms back and they get the information from the computer, the various facts that they wish.

**Mr. Van Horne:** The other day we talked about brochure information being made available in public places. There's no thought of extending this?

**Hon. Mr. Wells:** There is one here, Guidance for Today, which lists the guidance services that are available.

**Mr. Van Horne:** That is where you are right now, but you don't have any plans to go beyond that. That is what I am asking.

**Hon. Mr. Wells:** There is the Ontario manpower co-ordinating committee, which is a committee of the government. Our people are exploring with them ways that this guidance information can be made available more generally to the population.

Incidentally, if anyone would like to see how the student guidance information service operates, if you would let us know we would be glad to show it to you. If you can come over to the Mowat Block, we've got a computer terminal on the 23rd floor. They'll be glad to let you see how it works or you can work it yourself.

One way would be to have terminals in every school, but we haven't got the money at this point to do that. However, we have terminals spread over the province so that people can fill out the forms for information. They can go to the centres and the information can be taken off the computer and given to the person who required it. If you want to see how it works, come over and see the terminal in the Mowat Block, see the kind of information it is possible to get out and the validity of the information.

I would hope one of these days the manpower committee and the federal Manpower people, all of us together, are able to get some of these job predictions; that would be a very helpful thing to have in this whole service. It would help the guidance people, it would help our people and it would help the students. We all have used, many times, that story about them urging people to take welding, knowing again that nobody needs any welders in that kind of a retraining program that was operated in a lot of centres.

**Mr. Kerrio:** On that subject that you mentioned, it seemed a few years back there was a thrust from the educators into industry and commerce, and more of a direct relationship between us and the educators. It seems that has fallen away some. I won-

der, in the guidance aspect of it, or student activities and special projects, is there an assessment of the worth of a relationship there, more specifically with senior elementary schools establishing some kind of dialogue with industry and trade as it relates to those students who won't go on?

I was very involved in our own community in those areas and it seemed it kind of just died away.

**Hon. Mr. Wells:** Yes, I think in a lot of boards it does exist. In the days when we had mandatory advisory vocational committees there had to be people on those committees—

**Mr. Kerrio:** They seemed so worthwhile to me.

**Hon. Mr. Wells:** —that were part of industry and commerce and the work force. Those committees are no longer mandatory, but a lot of boards created a lot more advisory committees in this area so they could have the benefit of guidance, particularly from people in their own area who are in industry and so forth.

**Mr. Kerrio:** It seems that in summer, with our need to get students out to work, it would be much more meaningful if they had some exposure and some dialogue within various communities with trade, industry and commerce.

[4:30]

**Hon. Mr. Wells:** We are in the process now of putting the finishing touches on a program that we'll be sending out to the boards on co-operative work experience where it will be possible to develop programs. We've had pilot programs in certain areas in this field, where students can spend part of their time out in community service or in an industry. In other words, working part of the time becomes an educational component. They will be able to get credit for that if the course is organized under the guidelines in the proper manner.

That will allow certain students to achieve a much closer relationship with either the public sector, the social service sector or the industrial sector.

**Mr. Kerrio:** I am also concerned with the input, the practical input into the education system from those people in the community.

**Hon. Mr. Wells:** The input is through the board committees, through meetings we have with Chambers of Commerce, representatives of the Ontario Federation of Labour and so forth; and of course, any co-operative work-experience program would entail a very close



relationship between the people who were part of the program, be they an industrial or commercial firm or a social service agency or some community service agency. They would have to work closely with the school because the courses have to mesh. We have a guideline being printed very shortly on this.

**Mr. Van Horne:** Did you say that this program is coming on-line this fall?

**Hon. Mr. Wells:** Which program is that?

**Mr. Van Horne:** This is the connection with Manpower.

**Hon. Mr. Wells:** You mean some scheme to make the general public, and those who dropped out of school, more aware of guidance counselling?

**Mr. Van Horne:** Right.

**Hon. Mr. Wells:** I don't know what they are going to suggest, but that is one of the things the committee is exploring.

You realize what is going on when you read the paper and the brochures that are distributed. As school starts every year there are usually five or six pages in the local papers on continuing education programs; and all the school boards list programs and invite you to come. Of course if you go to the school these services are available, but we are extending it to the correspondence courses.

In our community, the school board puts out a very elaborate brochure listing all the continuing education programs, inviting you to come into the schools; and most people are aware that these programs are there. When they go there they can get assistance, from either the teacher of the course or the guidance people.

**Mr. Van Horne:** This Educational Research Highlights statement for January 1977 indicates in point 4: "Surveys showed that 62 per cent of the drop-outs were working, 28 percent were unemployed, five percent were taking formal courses." Formal would be a combination of either the correspondence course or any evening course.

**Hon. Mr. Wells:** Is this the dropout study which our ministry did?

**Mr. Van Horne:** Yes, My point here is that five per cent is a relatively small percentage: That is why I am interested in this other avenue that we are talking about. You are not getting too many if there are only five per cent, some of whom would be at night school.

**Hon. Mr. Wells:** I think the re-entry rate into the school system or the education

system has been going up; although I must agree the drop out rate has been going up slightly as well. However, re-entry group as a percentage of the total student population has doubled.

**Mr. Van Horne:** The only comment made in this particular report is that the students who return to full-time study tended to be the better students academically.

**Mr. Cooke:** If you are going to be helping these kids who drop out, the time to help them is when they are in the elementary school. Once these kids drop out of school they are alienated from the system and the possibility of them re-entering a night school program isn't that great. The time to prevent it is back at the elementary system.

**Mr. Van Horne:** This is a point that could be debated, I suppose. Of the reasons given for leaving, 31.3 per cent said they hated school. Not everyone is going to love it; I'm sure you could stand on your head and spit nickels at them and they would still hate it. Maybe the system is partially responsible for their feeling alienated. On the other hand, I maintain there is that element which is going to leave for whatever reason, be it alienated or not. But somewhere along the line they may decide they want help, but because of the alienation or the hate, they may not want to go back in a school. Where else can they get the information?

**Mr. Cooke:** You are saying that we should be looking at why they are dropping out and trying to prevent it at the elementary level in order to see what is wrong with the system.

**Hon. Mr. Wells:** That, of course, is the whole thrust of this task force on Ontario secondary school drop-outs. It is to give the school boards and our people and faculties a chance to have information to look at and to make recommendations and corrections in the system.

I think the point the hon. member makes is a valid one, in that all the research showed that 100 per cent of those—who dropped out didn't drop out because they hated school and were alienated; they dropped out for reasons that may or may not have come about because of alienation.

**Mr. Chairman:** Item 8 is carried. We'll go to item 9, school business and finance.

**Mr. Van Horne:** I was going to make the observation that education is one of the most evident ministries and one that is often, if not always, under some form of criticism, but then when one looks into this particular area and realizes the amount of money that

is involved, there obviously has to be considerable concern. Yet, at this time it is very awkward to be a critic because, quite frankly, to understand the grant system is to have a computer on each side of your head. So, my questions—because of my lack of experience in this area—will have to be of a fairly general nature.

I would like to refer to Canadian Dimensions for January-February, 1977. All of us in the last few days have expressed a mutual concern about special education. There is an article in this magazine indicating that there will be a big increase in funds for special education. Would the minister care to comment?

**Hon. Mr. Wells:** As I indicated to you during our discussion on the special education vote, the funding of special education is in the general legislative grant. But let me sketch very quickly and briefly what the grant regulations are all about because there is no way I can explain in detail. Somebody once said that the best and most effective school grant regulations were those which nobody could understand, and that may be the ultimate we have achieved here—I'm not sure, I hope not.

The amount of money raised for education by provincial taxes is given to school boards on an equalized basis; then it is supplemented by the amount the boards raise by the local property tax to cover the total cost of their educational budgets. Through the money we give them, we are providing basic support and a certain degree of stimulus in various areas. But basically, this grant formula has been devised to provide a degree of equality across the province, based on assessment wealth, and it also has a limited number of actual factors in it that are there as direct incentives to get into certain programs.

Before we developed this grant formula it used to be that there was an amount of money for textbooks and if you spent that money on textbooks you got it and if you didn't spend it you didn't get it. There may have been a special amount for special education, and it all depended upon the recipient either putting some money with it or spending that total amount of provincial money on that given function. When we switched over to this grant formula in about 1969, we took all those special, earmarked grants, put them all into the one pot and developed this general legislative grant formula. We worked out the formula on which we would base it so that we could divide it equally to school boards, trying to make the local

tax burden fairly equal across the province. Now we don't reach that in a 100 per cent pure form, but I think we do a pretty good job.

What that means is that when we switched, in 1969, to the grant formula we have today, all those special amounts that were there for special services are still built into the amount of money that we give to school boards. There is a certain amount for textbooks and learning materials, that was incorporated and is still in our grants; there is a certain amount for special education and that is still in the grants; and there are certain amounts for a variety of other things and they are still in there.

But it is not isolated, it is not earmarked, and nobody says to a board that you have to spend it on that function. That is the other thing. The boards set their priorities under the general Acts and regulations.

In order to make the grant structure even more equitable to boards, we developed the weighting factors which apply to the grant ceiling per pupil which each school board is allowed. The weighting factors are to generate extra money if you have programs in certain areas. This could be said to be at least a partial return to an incentive type grant arrangement, because this kind of money you cannot get if you don't have the program in certain areas. If you have a special education program in place and it fulfils certain criteria, that then generates certain extra amounts on the weighting factor; it generates a certain percentage on the weighting factor and that applied to the grant ceiling gives you extra money.

Therefore, the money I am talking about in that article, is money that is generated by boards through programs they have and through the grant weighting factor for special education that they have. This generates, in a lot of cases, nearly 100 per cent dollars for that board, extra and above what they would have gotten if they didn't have the special education program.

But the special education programs have to come first before you can be eligible for the weighting factor. We revised even that aspect in special education a year or so ago, so there is not even a one-year lag. We try to make it jibe with the program you have in the same year for which we are giving you the grant. We used to have a one-year lag so that actually you were always behind. We were paying on what you had the last year; you had already enriched your program and we didn't give you the money until the next year. We tried to make that



as up-to-date as possible. So that is really how you get the extra money for special education—the weighting factor.

[4:45]

You also get extra money, on the compensatory weighting factor, not based upon programs you have but based upon needs you have in an area; and there are certain other weighting factors that do the same thing. That is where you get that extra money for special ed.

To get around to what I was going to say before I gave you this quick rundown on the grant formula, there is built into the grant formula a certain amount per pupil from the old formula that should be used for special ed by any board. In other words, that amount generated by this special grant weighting factor is not the only amount they have for special education.

**Mr. Van Horne:** In this same article, you make reference to the large percentage increase in 1975. This is a quote: "At the elementary school level only 54 per cent of the province's school boards qualified for extra grants for special education by virtue of the level of service they were providing. Next year, 1977, the figure will be 94 per cent." It's a sizable growth. It was the same for the secondary panel. You pointed out that in 1975 only 10 per cent qualified and in 1977 it would be almost 80 per cent. That is a tremendous growth. I'm not sure that this is going to be frightening the ministry off into reconsidering the moneys. There is no lessening of funds that we see here in the estimates from what they were in this past year?

**Hon. Mr. Wells:** No, the formula is the same and, in fact, in special ed we are looking at even beefing up the formula. The grant weighting factor that I talked about has a ceiling on it. In other words, applying the formula, which involves teachers and so forth, goes so far, but once you reach a certain point you get up against the ceiling and it doesn't matter how much you increase your service you don't generate any more money under the grant weighting factor. We are looking at raising that ceiling next year. But that's not in this year's estimates, that's part of the study for next year, to make more money available in the special ed area.

**Mr. Van Horne:** I appreciate that. The next point is the comments that you made on October 29, 1976, in a memo to chairmen of school boards, a review of the release dates of the last 25 years revealed that this is the earliest date upon which the regulations have

been circulated. I believe that there has been no previous instance where the regulation has been made available to boards in advance of the calendar year to which it was applicable. Having been involved this past year, I can tell you that certainly it was a tremendous help in planning for the coming year's program. Do you anticipate the same time-line for this coming year? I'm sure the boards right across the province are appreciative of this.

**Hon. Mr. Wells:** Yes, we hope to have it out in the fall, as we did this year.

**Mr. Van Horne:** There are one or two questions that are not related to that particular item but are of concern. Again, I am not sure of all of the ramifications of educating our native peoples, but I understand that they met with you or with members of the cabinet this morning.

**Hon. Mr. Wells:** No, they are meeting with them right now, as a matter of fact. I had to miss the meeting because we are all here.

**Mr. Van Horne:** I see. Some of them were in the building yesterday and I had the opportunity to talk with a couple and there was a concern expressed regarding tuition fees in the Fort Frances area. What we were told—and I'm having to rely on the people who passed this information on—is that up to this year, natives were billed three times per year for tuition fees; adjustments could be made when a student dropped out or changed schools, with the net effect of reflecting the per student cost of any of the three billing times per year. They are saying to us that now the school board in Fort Frances is forcing a guaranteed tuition fee. Under this arrangement, a school of 100 students could have one dropout reducing the enrolment to 99, yet the tuition fee for a native student would still be required; that is, the full 100 would be required, is what they were telling us. If that same student enrolled at another school, increasing its student body by one more, a new tuition fee would be levied. In other words, if it got up in another board to 101, that other one would have to pay the 101, but the one who lost the student and went down to the 99 would have to continue to pay the 100. The result is that tuition fees can be levied when in fact no corresponding education service is being delivered. If the youngster goes, the fee is still levied. That is what they were telling us.

**Hon. Mr. Wells:** That is not the fee against the parents, is it?

**Mr. Kerrio:** That is the band.



**Mr. Van Horne:** It is the band.

**Mr Kerrio:** They contacted the school board.

**Hon. Mr. Wells:** Yes, but the band is reimbursed by the federal government, I believe.

**Mr. Kerrio:** That is federal funds.

**Hon. Mr. Wells:** In those cases, the band is not paying that money out of its own resources.

**Ms. Gigantes:** But they care very much.

**Hon. Mr. Wells:** Yes, they care; but they don't have a taxing base such as a municipality.

**Ms. Gigantes:** No.

**Hon. Mr. Wells:** So it is my understanding that the Department of Indian Affairs pays the band. The contract is negotiated and they pay the band. Then the bands which want to have self-determination in this area sign the agreements.

**Ms. Gigantes:** They may have difficulty in getting the money from the feds if they don't have that number of children enrolled in the schools.

**Hon. Mr. Wells:** Well, that may be the problem.

**Ms. Gigantes:** Yes, because the band cares. Obviously they're feeling the pinch.

**Hon. Mr. Wells:** Certainly the band cares and we would be glad to work with them. on that, but it doesn't fall under provincial jurisdiction.

**Mr. Van Horne:** This is really their question to us.

**Ms. Gigantes:** It is a new charge.

**Mr. Kerrio:** There is also the difference in fees.

**Ms. Gigantes:** There has been a change in the charge.

**Hon. Mr. Wells:** It must be some new regulations of the federal government.

**Ms. Gigantes:** No, according to the native spokesmen we talked to, it is a new rule which the Fort Frances board is saying comes as a result of a directive from the ministry.

**Mr. Van Horne:** This is the same message that we got.

**Ms. Gigantes:** They also raised at the same time—

**Mr. Van Horne:** We talked to them at different times.

**Ms. Gigantes:** —the problem that if the band sends a certain pupil to a certain school

board and then if the individual decides to change schools, there is a double charge.

**Hon. Mr. Wells:** If it is a problem we have generated, we will certainly look into it and try to straighten it out. I am not aware of it.

**Mr. Van Horne:** I am sure having raised the issue with us, they will be raising it again this afternoon.

**Mr. Kerrio:** There was some concern about the fee structure as well.

**Mr. Van Horne:** They were not very specific in this area. However we did make a few notes, and I will have to read from them if you don't mind. This comes under the heading they used: "Annual Native Student Costs Higher than Non-Native." They said: "Annual cost per student is generally averaged at \$1,200. Native students in Kenora, Dryden, Fort Frances are being levied \$1,800. Ostensibly, the extra \$600 is for special services, such as native studies and art, culture, and language."

They went on to say that a separate school board trustee in the Whitefish Bay area, Mr. Delbert Horton, claims that there are no special native programs. Native students receive regular courses only. There is nothing special according to him. And so they are asking us the question: "How can you justify that differential of \$600?" Of course we had to say we can't but we will inquire. Obviously they are making the rounds talking to all three parties. However, the question has been put to us and I would like to know what the answer might be.

**Hon. Mr. Wells:** I think we will have to look into it and try to find out what the answer is. I cannot give you the answer here.

**Ms. Gigantes:** There is one other point.

**Mr. Van Horne:** I don't know. Maybe some of your staff has heard a ripple of discontent before.

**Mr. Kerrio:** I think there was also the point of moving them back in their scholastic achievement, which is quite significant I think, Ron. I don't know if you had made notes on that.

**Mr. Van Horne:** Did you want to pursue that, second one before we go into this one?

**Hon. Mr. Wells:** No. I think we are going to have to take those and do some investigation because we will have to see what the local board says is the reason for that.

**Mr. Van Horne:** That's fair ball.

**Ms. Gigantes:** Can you add to that list of questions why there would be a difference

in fees charged to different bands by the same board?

**Mr. Van Horne:** That is really an extension of what I said before.

**Hon. Mr. Wells:** Which boards are involved?

**Ms. Gigantes:** This came through the Fort Frances board. The spokesman was from the board, Delbert Horton.

**Hon. Mr. Wells:** It could be a difference in actual accommodation costs, which could be different for different people.

**Mr. Van Horne:** I got a little confused in talking with him because he's with the separate school board, so I don't know whether they're using something—

**Ms. Gigantes:** This was a school board chart.

**Hon. Mr. Wells:** Why don't you give us as much information as you've got there and we'll take it and get the answers and put them on paper?

**Mr. Van Horne:** I think that's very fair.

**Ms. Gigantes:** He's not with the separate board. That's not correct. He's from the public board.

Can I add to that question another one which was raised by another spokesman from the Whitefish area concerning the establishment of a new school at the Whitefish Reserve? The new school's construction has been delayed, apparently, because the band is being asked to pay equity for the old school, which is an Indian Affairs school, the Father Moss School, and that amounts to \$90,000.

**Hon. Mr. Wells:** That sounds like a straight Department of Indian Affairs problem.

**Mr. Van Horne:** I guess the best thing to do is just get the information from the minister.

**Hon. Mr. Wells:** If it's on Crown land we wouldn't be building the school on the land.

**Ms. Gigantes:** Apparently, from what I was told, the delay on the construction of the new school was a delay that came because the Ministry of Education had said that until the equity was paid on the Father Moss School, construction on the new school on the reserve wouldn't go ahead.

**Hon. Mr. Wells:** No, it's not on the reserve.

**Ms. Gigantes:** No, no; it's not on the reserve. They're building a new school on the reserve, correct.

**Hon. Mr. Wells:** There seems to be a difference of opinion between the public board and the separate school board over the amount that can be gained from that school and that's what has held it up. We're working on it and it will be solved.

**Ms. Gigantes:** I don't quite understand what you mean. What do you mean by the amount that can be gained from that?

**Hon. Mr. Wells:** The school is a separate school.

**Ms. Gigantes:** Yes, correct.

**Hon. Mr. Wells:** It's a separate school, the new school being built is a public school being built by the federal government on the reservation.

**Ms. Gigantes:** Yes.

**Hon. Mr. Wells:** The public school board, unrelated to the Indian needs, is going to buy that school that the Indian children had been in, and the difference of opinion is between the public school and the separate school board. As soon as that is solved, the separate school board will have its money from the public school board and then it will be able to give some of that money, with our contribution, toward the septic tank system that the feds have sanctioned.

**Ms. Gigantes:** I didn't follow the last part of that, Mr. Minister, I'm sorry.

**Hon. Mr. Wells:** The federal government wants about \$90,000 equity out of the building. I guess they paid some money to get the building started and that's why they want some money out of it.

**Ms. Gigantes:** I don't understand it.

**Hon. Mr. Wells:** You see, the building was originally a separate school. The federal government put some money in it. It's now not going to be used because the federal government is going to build a new school on the reserve, but they want some money out of that original building and before the separate school board can get the money, the equity out of the building, they've got to sell it to the public school board. The public school board is agreeable, but the negotiations between the public and separate school boards are still going on. They can't agree on a price at the moment, and that's what's holding it up. I hate to further complicate it.

**Ms. Gigantes:** What was the last complication?

**Hon. Mr. Wells:** The problem is really not the school but the teacherages or the teachers' houses that go with the school which the separate school board wants to

throw into the package and sell to the public school board, not only the school but the houses that go with it. The public school board doesn't want to pay the price that the separate school board wants for the total package. That's what's holding it up. [5:00]

**Ms. Gigantes:** Mr. Minister, if it's confusing to us I imagine it's twice as confusing to the native people involved. I'm wondering if you can find some way to use your good offices to try to help them sort that one out.

**Hon. Mr. Wells:** Dick's been up himself trying to twist a few arms, so if you want first-hand knowledge on it you can ask him.

**Ms. Gigantes:** How much delay does this mean in the construction of the school?

**Hon. Mr. Wells:** How much delay has it meant, Dick?

**Mr. Lawton:** There's really no reason the federal government can't go ahead with a \$1-million school on the reserve and just hold it up for \$90,000. That's the position we're taking. The \$90,000 which they want we have agreed to pay to the separate school board so they can pay the feds the money. As soon as the agreement between the two boards is finalized, we will then pay the separate school board the \$90,000 and they will transmit it to the federal government. But we couldn't see any reason why the federal government should hold up a \$1-million dollar school on the reserve until they get \$90,000 from the province.

**Ms. Gigantes:** You're telling me two different things. One, you're saying to me the ministry is willing to pay the \$90,000 as soon as the agreement is made. Two, you're saying you don't see any reason why the federal government should hold it up for the \$90,000. Now those two things are not consistent.

**Mr. Lawton:** The federal government are claiming that they can't build the school on the reservation until they get payment from the separate school board. The payment's only \$90,000.

**Ms. Gigantes:** You're saying you're willing to kick in the \$90,000.

**Mr. Lawton:** That's right. When the two boards, the separate and the public school boards, agree upon the disposition of the school building.

**Ms. Gigantes:** My understanding was the reason they couldn't agree on the disposition of the school building was \$90,000.

**Mr. Lawton:** No, there's more than that. There's the actual school building itself and there are these teacherages or teachers' houses, which the public board really does not want to buy or does not want to pay the price that the separate school board is asking. That's the hangup that we are confronted with.

**Ms. Gigantes:** If you're willing to kick in the \$90,000, does that have to do with the teacherages?

**Mr. Lawton:** No, the \$90,000 is an equity the feds want out of the Father Moss School, because they paid for the entire sewage disposal system at the time the Father Moss School was built. Now they're saying that if we were willing to reimburse them for that, they would be satisfied.

**Mr. Bounsall:** Do you also get moneys from the sale of the school?

**Mr. Lawton:** No, the school will be sold to the public board, and we have to pay the public board to buy it from the separate board.

**Mr. Bounsall:** And of that total sum, \$90,000 goes to the federal government.

**Mr. Lawton:** That's right.

**Mr. Bounsall:** I'd make a suggestion. If the federal government is being a little childish, shall we say, in saying it can't expend \$1 million until it gets \$90,000 couldn't the same thing be said of you? Couldn't you say, "If that's all that's holding you up, we think you're pretty childish about it, but here's \$90,000"? We're going to recover it when the school is finally sold anyway and we could get a \$1-million school charging along?

**Mr. Lawton:** I suppose in a sense we've already said that—

**Mr. Bounsall:** Except that you haven't done it, so therefore they aren't—

**Hon. Mr. Wells:** I think we could perhaps see if there isn't some kind of document we could give the federal government that would guarantee them they're going to get their \$90,000 so they can go ahead and not hold the thing up.

**Ms. Gigantes:** Use the sewage system as collateral.

**Hon. Mr. Wells:** Well, let's try again. If that's the third matter, that's one we are very aware of.

**Mr. Martin:** There is a local share involved in this exercise as well.

**Ms. Gigantes:** You mean local from the band?



**Mr. Martin:** No, from the municipalities and school boards.

**Ms. Gigantes:** Is there trouble about that?

**Mr. Martin:** No.

**Ms. Gigantes:** Oh, good.

**Mr. Martin:** But that's why they're interested.

**Mr. Van Horne:** The third issue they raised was what they called academic downgrading of native students. Reference was made to the Sioux Narrows students and a preponderance of them being recommended for occupation programs or being told, when they complete elementary, that they are operating at about the grade six level and need a year or two of make-up time. They are concerned about what they called academic downgrading of native students.

Again, I'm sure that topic will be raised with your cabinet colleagues and you will want to pursue that. We have typed this out, for what it's worth, and I'll gladly pass it on to you.

**Hon. Mr. Wells:** All right. If you can pass it on, we'll get you the written answers to the questions. We'll investigate that.

**Ms. Gigantes:** I neglected to mention that the same question of guaranteeing full-year payment by the band has arisen with the Garden City Reserve. So it is not just one board.

**Hon. Mr. Wells:** All right. The Garden City Reserve and which board?

**Ms. Gigantes:** I don't know what the board is.

**Hon. Mr. Wells:** I'm told it is the Sault Ste. Marie board. We'll get the answers to those. I am sure those will probably be passed on to the Premier (Mr. Davis) at the meeting he is having this afternoon.

**Mr. Van Horne:** I would like to carry on to another topic in regard to the large amounts of money and the percentage increase. I did make the observation in my opening comments—it's something just short of 10 per cent, isn't it?

**Hon. Mr. Wells:** It's 9.6 per cent.

**Mr. Van Horne:** I have to hark back to our conversation of last evening; we are realizing decreasing enrolments at a certain percentage, the moneys going out to the school boards are based on a per capita allotment, and at the same time we are looking at teacher settlements which may come into the seven, eight or nine per cent category of increase. If you are getting 9.6 per cent, your enrolment is dropping, so that makes the effective rate of increase—if it's three

per cent, let's say, then you are talking 6.6 per cent. If the settlement comes in at nine per cent, that means the local taxpayer is picking up a bigger share of the educational cost. Is that a correct description of how things might go in a lot of communities this coming year?

**Hon. Mr. Wells:** A greater share than a couple of years ago, yes.

**Mr. Van Horne:** That may have to be resolved in some communities by shaving back, and I am sure we've all read the same newspaper articles that have indicated there are certain boards that are looking into cutting what they call frill areas. Unfortunately, some boards are considering special education to be one of the frill areas; and guidance service might be considered a frill area.

The more you look at this problem of increasing costs, decreasing enrolments and the sharing of costs, you have to wonder how school boards are going to attack this. Certainly there is a limit at the home base, a limit beyond which they would be very reluctant to push the local taxpayer. I'm not suggesting that I'm even asking a question but I'm certainly having to struggle with this in my own mind to understand what is going to happen. Obviously, some of the same cries come to you from trustee councils and other places.

I don't know where we get off this sort of financial merry-go-round that we are now on. But I would hate to see a cut in services outside of the regular classroom service—some people call them frills, but I don't think that is appropriate—however, these other services may have to be cut. Certainly they are not going to cut classroom service. What kind of exercise have you gone through in trying to supply answers to boards that are complaining that they just won't be able to meet this increase in the coming year? A lot of them don't have any reserve funds any more; they're done.

**Hon. Mr. Wells:** Surprisingly enough, we haven't had a really large number of complaints from the boards. Certainly Metropolitan Toronto has been an area where there have been personal complaints to me as a Metro member, and to others, about the rate of educational tax in both my borough and Metro in general. But across the province generally, I haven't heard that many complaints this year as opposed to last year.

Let me sketch for you the thinking that has gone into the general legislative grant for the last couple of years. With the ceilings on education we had reached a point where

we were paying about 60 per cent of the cost of education in the province. Based upon the policy of the government and what we felt was the right sharing of provincial and local revenues for education, we felt we had reached a point that was fairly equitable. Up until that point in time, the amount of general legislative grant to some degree was an open situation.

In other words, we had to set an amount. To some degree this was why the grant regulations were always so late. We worked out the regulations and then, based on the Treasurer's general budget strategy and our strategy vis-à-vis municipal financing, we worked out a figure for the budget. That was why it was never arrived at until some time in February usually or sometimes even as late as March.

A couple of years ago when we got to the point where we were at the 60 per cent, in the budgeting for the province the Treasurer and the government decided to work a different way. We start early in the year now working up what is a reasonable budget for the province, based upon the kind of increases that should be applicable in various areas in order to give us a budget that is within the kind of limits we think as a province we can legitimately ask the people to pay for. That kind of budget last year involved a reduction in the amount of cash deficit that we would have and an increase in the budget of something around nine per cent, as I recall. That meant, in education, living with an increase of 9.6 per cent in the general legislative grant.

That process began the year before these estimates. Instead of sort of having a grant reg and letting it go into play and then arriving at a figure later, we worked the other way. We have an amount, based upon what we think is a legitimate increase in spending in education for the provincial budget, and then we work grant reg backwards from that to spend that amount of money. We felt justified in doing that because we had arrived at a position where we were paying 60 per cent of the cost of education.

We have never cut back the amount of general legislative grant. We have always increased it and we have increased it by what we think is an adequate percentage. I think it was 10 per cent last year and 9.6 per cent this year. We feel that our share has been adequate. Then we have devised a grant reg that put that amount of money into play for the boards across the province. Then with no more ceilings, based on what

budget they struck, they were then able to raise the difference.

There is no question that the general amount the province is paying has come down from the 60 per cent. It is probably around 55 per cent or 56 per cent at this present time. It was last year and it will be the same this year. There has been no reduction between last year and this year, as far as I can perceive. The grant reg generally should allow for that kind of a percentage to be paid.

That is the process we have gone through. As I say, we have felt justified in making that kind of change because we had arrived at a place where we were paying 60 per cent. We certainly cannot justify, as a province, paying 60 per cent of an open-ended contract. I am very sorry to say that I think the whole period when we had educational ceilings took away a degree of accountability at the local level which should never have been taken away, and that having been taken away it is now very difficult to bring it back.

There were, for a number of years in the early 1970s, no increases or decreases in the educational rate, for which no one really got any credit, certainly at the provincial level; and a lot of taxpayers never even had any realization of this happening.

[5:15]

I always use the Burlington example, where the mill rate came down something like three mills for education but it was gobbled up by the municipality, so the taxpayer who was paying his municipal taxes never realized that in one year he got a reduction in the educational mill rate. He did if he looked at his tax bill very carefully.

**Ms. Gigantes:** Which year was that?

**Hon. Mr. Wells:** That was sometime around 1972 or 1973.

There was a time in the early years of the ceilings when mill rates went down in this province; in a lot of areas mill rates either remained stable or went down. I recall when that occurred in Metro and, of course, the lack of any feeling of accountability at that time, I'm afraid, led people to believe than any increase in service could be justified and could be paid for with hardly any increase in mill rates. There was a complete lack of understanding that at some time this thing was going to cause educational mill rates to rise.

Anyway, that is where we are at the present time. We are at the point where we



in our provincial budgeting based upon the amount of legislative grant we had put out the year before in the budgeting process within the various social policy field ministries and the government ministries, work out what will be an equitable amount, a decent percentage increase, and then we devise our grant regulation and make it available as early as possible.

We do not do it in that simple a fashion. We do, of course, work from the other side, too. We do have figures. We have the financial statements, the actual spending of the boards; and we have the projections of what we think the cost for education is going to be. So that we do have a pretty good idea of what the cost is going to be and we have a pretty good idea of what the levy is going to be at the local level in general terms across the province.

For areas where there is a significantly higher increase than perhaps should occur, or that people believe is occurring, there is usually some other explanation. There are explanations in apportionment in some county areas, explanations having to do with apportionment figures that we use called the equalization factors. That sometimes causes certain problems.

There is the problem in Metropolitan Toronto, but of course the fact of the matter is that in Metropolitan Toronto last year they had probably the lowest increase of any school board in Ontario, except a few in certain small areas where the apportionment, equalization factors and so forth, accounted for a lower increase.

But generally, among most of the larger areas, and indeed among most of the boards in the province, Metro enjoyed a lower increase than the majority of them. Of course, there was a reason for that—there was \$14 million that had to be used to reduce the mill rate because of money saved in the strike.

When you compute a mill rate for this year, that should really all be taken into account to give you what is the actual increase, but of course that doesn't really matter to me and the other taxpayers in the area, it is what we see on our tax bill and have to pay, not the justification of it. You can find reasons why the increase is significantly higher in percentage terms and actual terms than it should have been in Metro because of the special reductions they enjoyed last year.

**Mr. Van Horne:** The community schools development program is \$500,000. There

was some seed money available through the various regional offices?

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** I am not sure this is the same money. Could you elaborate on that one just a little bit?

**Hon. Mr. Wells:** That is the money. That is the \$10,000, the project grant that is available to boards. It is in the general legislative grant but it is not dispensed in the equalized way that all the grant is; it is a straight 100 per cent dollars for a project.

**Mr. Van Horne:** So in other words this is carrying on? There was some concern that this may stop.

**Hon. Mr. Wells:** No, it's still in place; it's still carrying on.

**Mr. Van Horne:** With the same amount of money. Again boards have to reapply; there is no guarantee that what they may have started will carry on.

**Hon. Mr. Wells:** That's right. It was never intended to be an ongoing program grant; it was intended to be seed money to stimulate the development of committees and so forth.

I know you can argue both ways on that and say that really if something is started there should be some continuing grant to keep that project going, but we saw it more as a stimulation of the community school idea—groups that might want to do a survey, set up a community co-ordinating committee to get a community school going; there were a variety of reasons. People know this was a one-time grant of seed money to get the community school idea off the ground.

**Mr. Cooke:** Is \$10,000 the maximum?

**Hon. Mr. Wells:** Yes, \$10,000 is the maximum, not for any board but for any project, given the fact we have to be fair and equitable and spread it around. Technically and actually, it should be possible for a board, I suppose, to get \$10,000 for every school in its jurisdiction. But, of course, that's not practical because there isn't enough money there. We try to divide the amount by region. But it is possible to apply it to two or three projects in an area.

**Mr. Cooke:** How has that money been used? Has it been basically for surveys or has it been also for actual setting up? You can't really set up a community school with \$10,000 but you can try to open a school more.

**Hon. Mr. Wells:** You can do the surveys and set up the co-ordinating committees and so forth. The director of that program is away sick and I don't have a complete report



on all the projects. We could get you a list, if you like, of the boards and what they have used the money for.

**Mr. Cooke:** I would appreciate that.

**Hon. Mr. Wells:** We'll do that.

**Mr. Van Horne:** One other question: You made reference in one of the earlier votes, in one of the earlier discussions, to the French experimental program. I am not sure I fully understood it. Would you mind going over it? It is on the bottom of page 86, where there is a little bit of an explanatory note.

**Hon. Mr. Wells:** The French experimental program is a special grant that was given to the four boards in the capital region, the Carleton public and separate boards and the Ottawa public and separate boards, as funding for their French-language programming. It started out three or four years ago with the federal government, ourselves and the local boards through a federal grant, which we passed on to the boards, with an added research component, to test out the development of different methods of teaching French as a second language in French-language education.

It was carried on for two years with the federal government paying 100 per cent of the amount, which was something around \$2 million a year. Then there was a reduction in the federal share. We picked up the difference and it was a 50-50 arrangement. Then it was carried on for another year when it was not quite a 50-50 arrangement, but with ourselves and the federal government contributing.

That will phase out in June, and then our regular new grants for French as a second language will take effect and will provide the boards with money for their French-language programs. As we always promised, this was an experimental approach to the teaching of French as a second language.

It had a large research component. There was a colloquium held on all the research findings, which I guess form a pile about two feet high. We have all the research on different methods of teaching French as a second language. It's there for any board that wants to study any of the different methods. They can look at the research, see how they have operated in the Ottawa-Carleton area and use that as a background as they are planning their program.

That having been now completed there, the regular funding we have announced goes into play, not only for the Ottawa-Carleton boards but for every board.

**Mr. Sweeney:** While we are on that, just before we vacated this House last April you had indicated you were trying to persuade—I may not be using the right words—the members of the cabinet to have those French grants passed directly from the federal government into the alternate and independent schools. I read a press report somewhere that you weren't successful. Is that true or not, or has that decision not been made yet?

**Hon. Mr. Wells:** That decision is still in the works. I read that press report too. It was a letter that I had written that really I shouldn't have written. It indicated a "no" when the matter has still not been finalized.

**Mr. Sweeney:** How does it look?

**Hon. Mr. Wells:** I'm working on it.

**Mr. Van Horne:** I have no further questions in this area at this point in time. I may in a short while but I would defer to the other members of the committee.

**(Ms. Gigantes:** Mr. Chairman, I would like to go back over some of the points that the spokesman for the Liberal Party has raised. I will just mention the areas I would like the minister to state policy on so that we can question elements of that policy.

One is the policy of the government concerning the full funding of the separate school system; two is the government policy on alternate school funding, including the pass-through of grants from the federal government for French language training; three is the government policy as it results in an increase in property tax contribution to the education system in Ontario; and four—and I think this has significance for school boards other than in the Ottawa area—the recommendations of the Mayo report in Ottawa-Carleton suggesting the pooling of industrial and commercial revenues within the region of Ottawa-Carleton.

On the question first of all, on the separate school system, I wonder if the ministry can provide figures that would give us a comparison of per pupil revenue for the separate and public systems for those grades which are comparable; for those grades, in other words, where you fund the separate school system and only for those grades. The reason I ask that is because if you look at the overall revenue on a per pupil basis between the two systems, the comparison is not fair since the costs at the secondary level are so much higher than at the elementary level. We have to exclude those years from the public system to get a fair comparison of how much revenue goes on a per pupil basis to the two systems. Do you have those kinds of figures available?

**Hon. Mr. Wells:** If you are referring to the figures that Father Matthews said he didn't have in his survey, I don't think we have those figures at the present time.

**Ms. Gigantes:** Can you provide us with figures?

**Hon. Mr. Wells:** We probably can, but not quickly; it may take a while.

**Ms. Gigantes:** Father Matthews' survey indicates that in a comparison between the public and separate schools—

**Hon. Mr. Wells:** Wait a minute now; let's see what we've got here.

At the present time, we can't physically do it, due to our reporting mechanism from the school boards and so forth. These are elementary pupils, it comes in as elementary pupils. The reporting form is all together and it is not a simple job to do it.

**Ms. Gigantes:** I don't understand what you are saying. Do you mean from the separate boards?

**Hon. Mr. Wells:** These are classified as elementary pupils by definition and in every way, and therefore they—

**Ms. Gigantes:** All pupils in the separate system?

**Hon. Mr. Wells:** All pupils in the separate system that are funded by the province are elementary pupils, yes. So that it is not an easy job at this point in time.

**Ms. Gigantes:** Why is that, Mr. Minister?

**Hon. Mr. Wells:** Because that is the way they are classified, they are elementary pupils.

**Ms. Gigantes:** But that is not the same category you use in the public system; why?

**Hon. Mr. Wells:** The separate system, although going to grades 9 and 10, the historic evolution of it is that they were really elementary schools giving grades nine and 10, and they've always been classified as elementary pupils.

[5.30]

**Ms. Gigantes:** It is surely possible to take those classifications, whatever they are, and compare.

**Hon. Mr. Wells:** It would be possible, I suppose, to develop a reporting form for another year.

**Ms. Gigantes:** The sophistication would be on the public school accounts, not on the separate school accounts. Whatever you want to call the separate school accounts, you know what grade years they apply to. If you can compare them to equivalent grade years for the public school system,

surely that is not going to be terribly complicated.

**Hon. Mr. Wells:** I am sorry; what is it exactly you want to do?

**Ms. Gigantes:** What I am saying is that obviously it doesn't matter what you call the separate school grade years. If you call them elementary, it doesn't make any difference. You know what the revenues will be for the separate system for those grade years for which there is public funding available. The only sophistication would be to weed out from the public school accounts the revenues for comparable grade years.

**Hon. Mr. Wells:** It could be done, but it would take a year. We would have to ask them to break out their costs as slightly different from the reporting form now.

**Ms. Gigantes:** The public school people.

**Hon. Mr. Wells:** No, no; the separate school people. The public school is fine. We have had that reported up to grade eight, and then we have secondary school pupils reported as secondary schools. There is no problem there. It is the separate school form that we would have to have broken out. You want to know separate schools grades one to eight, not grades one to 10.

**Ms. Gigantes:** No, I would be interested in grades one to 10. I would be interested in the full range where there is public funding.

**Hon. Mr. Wells:** There is no problem with that. We have the costs on that. The costs are: Public, \$1,424 per pupil and separate, \$1,402 per pupil.

**Mr. Sweeney:** Mr. Minister, may I make an observation? I think the key problem is that lumped in with the grades one to eight are the grade 9s and 10s of the separate schools. The grade 9s and 10s of the separate schools operate as if they were secondary schools, with secondary staff and secondary costs and secondary textbooks, but they get the same kind of funding as if they were elementary. It is only when you separate those two out that you get a valid comparison. That is not being done because the reporting mechanism from the ministry doesn't separate them out, it lumps them all together. That is the problem, it distorts the picture as a result.

**Ms. Gigantes:** Yes, you are right; that is exactly the problem.

**Hon. Mr. Wells:** What do you want the figures to show? That is perhaps what I should ask you. What do you want to use the figures to show?



**Ms. Gigantes:** I would like to use the figures to show that the separate school revenues are lower than the public school revenues.

**Hon. Mr. Wells:** The separate school revenues.

**Ms. Gigantes:** Per pupil.

**Hon. Mr. Wells:** You mean the amount they are spending per pupil. Father Matthews says in his article here: "After generations of struggle, separate school supporters in Ontario now see their Catholic elementary schools on a near equal financial footing with the public schools."

**Ms. Gigantes:** Yes, but once those other two years come in—I haven't been looking at that article, I have been looking at a separate paper which you produced—once those extra two years are put in, the imbalance will be there; and it will be there in significant proportions.

**Hon. Mr. Wells:** The imbalance will be there only insofar as the grades nine and 10 are concerned.

**Ms. Gigantes:** Yes, but to the system itself that is a real imbalance.

**Hon. Mr. Wells:** It is and it isn't, depending upon the philosophy you accept for grades nine and 10. As I say, we accept them as elementary pupils. If you accept that grades nine and 10 costs should be equal to the cost in a public secondary school, that includes a full range of programs—academic, vocational, commercial, technical, the whole works—then there is going to be a difference. But basically that has not been the assumption upon which we have based the grades nine and 10 pupils. They are elementary pupils and basically it has been an academic type grant we have been looking at.

**Ms. Gigantes:** My understanding is that about one-third of the pupils are now in the separate school system. Is it not time for the government to reconsider the designation of all separate school students as elementary students?

**Hon. Mr. Wells:** It may be. That is the kind of thing that we talk about every year with the Ontario Separate Schools Trustees Association as we devise the grant formula. That definition of the separate school grades nine and 10 pupils as elementary in our grant regs each year is part of the on-going discussion that we have. We have it every year and I know we will be having it this year again. It will depend upon the policy that is adopted at that particular time.

**Ms. Gigantes:** I find it interesting that the first hint we got of any flexibility in the government's policy on funding, other than for the public system where we admit we have secondary school students, for example, comes when the alternate schools look at moneys that would be available to them in any other province, I am sure—money that is available to them for French language instruction which this government holds back because of its funding policy. It is not even provincially-generated money, it is federally-generated money. Citizens of Ontario who are putting their children through alternate schools and paying all the price of that do not have access to that Canadian money for which their taxes already went.

We are starting now to see a little bit of flexibility from the government. You give an interview in which you say you are considering allowing the pass-through of these federal funds to the alternate school system. This is the first kind of opening in the wall of government resistance to the idea of extending public grants to other than the regular public school system.

If I were a separate school supporter, this would be the final twist of the knife, to think of this government finally beginning to budge, because of this kind of pressure building up through the alternate school system, and knowing that the separate school system has survived for so many years and attempted to provide an equal education for what is now up to one-third of our school population with an imbalance in provincial funding.

People in the area I represent, half of whom are separate school supporters, are really riled. Once you begin publicly to discuss that, it seems to me you have an obligation publicly to start discussing what the problems are for this government.

What kind of political problems are there for the Conservative Party of Ontario, and for this government, in giving equitable funding to the separate school system in 1977? We don't imagine any more, surely at this stage, that the separate school system is going to go away. Surely we now have enough recognition of the real need for diversity in our province and in our society that we should begin not only to admit diversity but encourage diversity in some ways, encourage it to the extent you allow it to happen. It is a definite discouragement to diversity in the school system if this government holds back funding for the alternate school system, holds back even federal funding.



**Hon. Mr. Wells:** The alternate school system includes the Catholic school system.

**Ms. Gigantes:** Yes; and that it holds back funding for the whole separate school system which attempts to provide an equal education opportunity for one-third of the students in Ontario. I think if there is a reason it should be presented to us so that it can be discussed. It is not a situation where we should hear from you: "I am taking this to cabinet. We will be discussing it, but the government policy is—." Why is that government policy? I don't understand it.

**Hon. Mr. Wells:** Which are you talking about?

**Ms. Gigantes:** I am talking about the absolute resistance to encouraging existing diversity, encouraging in the sense that you permit—not only permit but actually say they are recognized as having equal rights to provincial funds, equal rights to existence as a separate system, as an alternate system within the province of Ontario.

**Hon. Mr. Wells:** Do you want the answer?

**Ms. Gigantes:** Yes.

**Hon. Mr. Wells:** Well, of course—

**Mr. Bounsall:** Bill Davis said no.

**Hon. Mr. Wells:** Well, it's not only that Bill Davis said no, it's a long standing historic position in the province of Ontario: I think it may not be agreed to, but it is sincerely recognized by the Roman Catholic school system. I don't think they have any doubts about why we do it. There is historic relationship and historic development of the Roman Catholic separate school system in this province guaranteed by The British North America Act. Basically it was established as an elementary system, but again through the emergence of continuation schools in the early 1900s, which both public and separate school systems had, that is the giving of grades nine and 10 in an elementary school because collegiates were too far away, we had this grey area of grades nine and 10 which came into the system; but basically the guarantee in The British North America Act was for the elementary school system, which this government has always adhered to and respected.

The secondary school system, on the same token, has always been a public secondary school system in this province for all people, Roman Catholics and others, and we have recognized this historically. There has always been a division in the tax support. You could put your support, if you're a Roman Catholic, to the Catholic school system for grades one to eight; but you also, if you

were a Roman Catholic, supported the public secondary school system, we've always had that division.

In recognition of the fact that it was a public secondary school system for all the students, we always had the separate school people represented on the school boards in order to make the policy for those schools. I think sometimes that is forgotten, that the secondary schools of this province have always been governed by school boards that represented both the Catholic ratepayers and the other ratepayers in their community. That has been the historic position and that has been the position that this government has always supported—particularly as we moved into the large diversified composite secondary school, so that the variety of programs and the diversity could be there—that that school system served everyone in the community.

Anyone, however, was free and welcome to have private schools. So there are Catholic private secondary schools, there are Christian private secondary schools, there are Christian reform schools; there are a whole variety of private schools, all the way from the Upper Canada Colleges, the Ridleys and the Albert Colleges to these other private schools that I mentioned, run by various religious denominations and the Jewish community and so forth.

We have always held the position in this government that the public through their taxes support a public school system, that that system is there available and serves all, and that the tax support for that system is not based on pupil attendance, it is based upon the needs of society that there will be a public school system and that therefore we all support it through our taxes. While we recognize the right of others to have private schools, we do not support those schools.

At the same time during which that policy has always been adhered to, we have developed over the years, particularly from 1963, a deliberate policy of making the public Roman Catholic separate school system—that system that is recognized under The British North America Act and which has an absolute right to exist in this province and which is not going to be done away with by anyone I'm sure, least of all this government—we have deliberately embarked upon a policy since 1963 to provide equal resources for the Roman Catholic separate school system; and indeed we have.

I think that's the point we're getting at here, and that Father Matthews makes and

so forth. We have arrived at a point where it doesn't matter whether you're a public school system or a Roman Catholic separate school system, the equalization factor that I talked about in the tax system comes into play and gives you equal resources from the province, and because of that equalization factor an equality to the ratepayers in the community that they will not suffer any undue mill rate increases.

[5:45]

There are still certain inequities that have to be looked at in this particular area. Once you get outside the grant formula there are certain separate school boards, because of the assessment base, that do have a slight problem, but certainly nothing like used to exist 20, 30 or 40 years ago.

In actual fact, in provincial grants we pay about 82.4 per cent of the total operating costs of the Roman Catholic separate school system, and we pay about 48.12 per cent of the public elementary system. That in itself shows you how the equalization factor comes in. A large amount of the operating costs of the Roman Catholic separate school system are raised through provincial tax revenues. This is passed on the principle of the assessment wealth of the board, and therefore compensates for the fact that a lot of the assessment in an area is not available to the Roman Catholic separate school board.

That, then, strikes right at the principle that Mayo has suggested, and I can't tell you what we are going to do with that particular recommendation because that is still being studied by the government. But it is a change from the kind of grant principle that we have. It is a decidedly different principle and one that the government as a whole will have to study. We are now receiving briefs on it, as we are with all the recommendations of the Mayo report.

**Ms. Gigantes:** It would only apply to the regional government areas.

**Hon. Mr. Wells:** That is what Mayo recommends, but if any principle like that is adopted, the sharing of commercial assessment, then no government is going to be able, if it accepted that principle, to live with it only in regional government areas for very long. It is a basic principle, just as public support of private and alternative schools is a basic principle. I am afraid we just have to agree to disagree on that. You are very clear, and I know the Roman Catholic school system is very clear, on what the principle of this government is in that particular area.

**Ms. Gigantes:** If I can add a few more comments—

**Hon. Mr. Wells:** Did you want me to comment on the alternative school situation? I was just going to deal with that.

**Ms. Gigantes:** Yes. Go right on through the whole area.

**Mr. Sweeney:** Excuse me. Before you do, I understood a very fundamental question was being asked and I don't really think you have answered it.

**Ms. Gigantes:** I intend coming back to it. If the minister wants to proceed with the alternate school system now, I am quite happy to have him do that.

**Mr. Sweeney:** Okay.

**Hon. Mr. Wells:** The alternate school situation includes the Roman Catholic private secondary schools. It is not the other schools as opposed to those, the general term applies to all of them which have made representation to us about the bilingualism grants the federal government gives.

These grants are different from any other federal grant. We had a great deal of talk about the grade 13 grants. They are part of The Fiscal Arrangements Act and they go into the consolidated revenue fund of the province. Any payout of that money, even as a pass-through arrangement, would necessitate Acts of this Legislature and regulations for paying grants to private schools which we viewed as a violation of the principle we have in that particular area.

This area is different in that those bilingualism grants, given by Secretary of State Department, can and could be paid directly to schools without any involvement of the provincial government. The only thing is that the federal government will not pay them to a group in a province unless the provincial government agrees. That is the point of discussion at the present time.

It does not directly violate, in my mind, and it wouldn't, if you were to consider them, violate our principle of no provincial grants to private schools, because in fact we would not be paying any grants to private schools. Any arrangements they made with another government would be between them and the other government.

**Ms. Gigantes:** I am interested in the way you describe the principle involved in terms of this government. What you allude to is a principle based on historical fact. This is the way it was at the turn of the century; this is the way it shall be. But one can read that history in a very different way. One can read the history of Ontario, in terms of sup-



port for the separate school system and the difficulties the separate school system has come through in Ontario, as proof, historically, that you cannot stop that diversity, much as the government's attitude really has always betrayed an interest in having a separate school system disappear. I firmly believe that's true and I believe—

**Hon. Mr. Wells:** It may have been true up to 1963, but certainly it has not been true since 1963 and probably not since about 1955.

**Ms. Gigantes:** I suggest to you then we look at history as an evolving thing.

**Hon. Mr. Wells:** Yes, but I would say from the Leslie Frost days in this province to the present time, that would not be an accurate statement that there was a belief that perhaps the separate school system would vanish and go away. I don't think that would be true.

**Ms. Gigantes:** There was a hope.

**Hon. Mr. Wells:** No, I don't even think there was a hope. I think there was a deliberate attempt by all of those men, particularly Leslie Frost and John Robarts, to actually, in time of need, sustain and help the separate school system.

**Ms. Gigantes:** I think even since the time of those excellent men, in their own historical period, looking at them as historical figures, even in those times there was a hope, for example, that the pressure for public funding at the secondary level for the separate system would go away; and I think we have to read history a bit differently from the way you've presented it, because the history you're presenting is an interpretation, it's not just an outlining of facts.

**Hon. Mr. Wells:** Your statement just now sort of left the impression that the government hoped that by not doing a lot of things the whole separate school system would go away. Was that what you were saying?

**Ms. Gigantes:** I think that was true early on.

**Hon. Mr. Wells:** That may have been true, as I say, back up to the 1930s—

**Ms. Gigantes:** I think even after 1953, or 1963, the government has hoped that the pressure for public funding at the secondary level for the separate schools would go away; it hasn't, Mr. Minister, and I don't think it will. I don't think it will and I think it's time now to reread the history of Ontario on this question and to reinterpret it.

**Hon. Mr. Wells:** I just want to amplify my point, though, that as far as the general

separate school system is concerned, at various points in time, I think historically we can look back and say these were crucial points and if certain things hadn't been done the separate school system indeed might have been in serious trouble and might have not succeeded or might have crumbled. At those times various Conservative Premiers did certain things that bolstered the separate school system. Leslie Frost did those things; John Robarts did them with the foundation tax program in 1963; and then Bill Davis with the completely equalized grant program which came in 1969.

At those crucial times, all of those things helped to sustain the separate school system. If anybody had really had a desire to do that system in at those particular times, they could have operated the opposite way and they could have perhaps caused real harm to the system.

The extension is another issue, I think. The sustaining of the system that is legally there, I don't think anybody can question, certainly recently, that that has been the case. The extension is another issue.

I think the regrettable thing in the extension end is it's always been a black and white question. It's either no, there'll be no extension, or it's got to be extension. Surely the discussion we've had here in the last couple of days would lead us to believe that the duplication of a school system is not going to be the answer. What we need are some new innovative ideas, and I haven't really seen any of them coming forward since 1971, of an alternative type of program that could perhaps fit in. We've got public secondary schools. We've built the finest schools in North America all across this province. Their enrolment is now going to be declining. The last thing we need is more building. What we need is some innovation there.

**Ms. Gigantes:** I think you have had proposals for innovation.

**Hon. Mr. Wells:** Where have I had a proposal for innovation?

**Ms. Gigantes:** There was one put forward to you on behalf of people from the Ottawa-Carleton area just the other day in these estimates. What I was passing on to you was information about the kinds of discussions that have been going on in Ottawa-Carleton. It was when we were discussing the council on French schools and what is being proposed in the Ottawa-Carleton area by francophones as an accommodation. It's a new kind of proposal.

It may not be acceptable to all separate school supporters. It may be something that



will have to be worked out. Certainly one can't say this government has invited proposals from the separate school supporters of this province over the last decade. They have always just been told no—

**Hon. Mr. Wells:** Well—

**Ms. Gigantes:** Let me finish. The proposal that we brought forward was a discussion of an accommodation for francophone students in the Ottawa-Carleton area. It would mean that religious instruction became a credit course. This is a proposal which is coming from separate school supporters, and I think it is something this ministry has to look at.

I want to go back to something else you were saying. You were talking about the people involved in the history of the government of Ontario who have at critical stages decided to allow—I'll have to use that verb—to allow the equalization of the ability of the separate school system to provide the same kind of opportunities for education for children of separate school supporters as for those of the public school supporters.

One can read that history in a very different light, however. Without making specific or general accusations, let me say that I feel one can reinterpret those events as following this kind of line: There came certain critical points in Ontario's history where supporters of the separate school system were ready to toss out governments on these issues unless there was motion forward. Then the motion slowly came.

There were moves, that's true, but I think we are at a point now where a new move has to be made. I believe, representing a suburban riding in a municipality the size of Ottawa, where half the population are separate school supporters, that it's simply unfair. I think the people in that area feel it's unfair that their children should always be called elementary students within the separate schools and funded on that basis.

The other point I would like to make is that we are watching development in Ontario of many new elements, a lot of which have to do with the kind of immigration trends we've seen over the past two decades. They also have to do with a new appreciation of the kind of society that we want; not just dealing with multicultural affairs or anything

like that but, in general terms, in encouraging a society where diversity is not simply permitted but is encouraged; where we are not afraid of a situation where we are not all homogeneous; where one district doesn't have to be like another.

I think it's probably a reaction to the kind of growth we've seen and to the kind of urbanization and homogenization that has gone with urbanization in an industrial society such as Ontario's. In a city the size of Metropolitan Toronto, communities will identify within themselves; people will identify with the smaller community rather than with Toronto as a city. We see the growth of this kind of interest in diversity and the strength that comes from diversity.

These days, we can look back over the last five years and watch how it developed and I think it is now time, on those grounds alone, for us in Ontario to say, "Good, we are lucky to have a separate system. We are lucky to have that diversity. Good, we have an alternative system. It's not based totally on religion or on a traditional community, this alternate school system. It's also based on an interest in pursuing innovative educational methods. Good, we are lucky to have that. Let's now encourage that diversity because this society, which tends to be over-homogenized, needs it; and we as individuals need that range of choice and that range of opportunity."

When you talk to your cabinet colleagues on this subject—and I believe, because of the discussion you've had in public about passing through federal funds to the alternative school systems, that you are interested in this question—I hope you will go through the full range of these arguments and consider the kinds of philosophical decisions that need to be made appropriate to the 1970s, 1980s and 1990s in Ontario, which were not true when Ontario was composed of small towns and when there was not the constant threat of homogeneity everywhere one turned. These elements are now much more precious to us than they ever were. We need them.

**Mr. Chairman:** I think we'll have to stop at this time. It's 6 o'clock.

The committee recessed at 6 p.m.

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 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

**Ministry of Education officials taking part:**

Lawton, R. F., Chief Architect.  
 Martin, J., Director, School Business and Finance Branch.



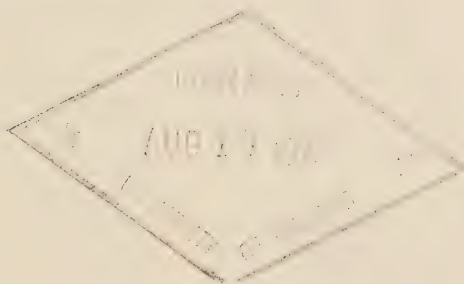
No. S-10

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



### **First Session, 31st Parliament**

Wednesday, July 6, 1977

Evening Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

WEDNESDAY, JULY 6, 1977

The committee resumed at 8:06 p.m.

## ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3002, education program; item 9, school business and finance:

**Mr. Chairman:** I think Ms. Gigantes was on last.

**Ms. Gigantes:** Mr. Chairman, I had finished what I wished to say, I believe, on the question of the funding of separate and alternative schools. I would like to talk to the minister on a couple of other points, but I'd be interested if he wished to respond to those particular subjects.

**Hon. Mr. Wells:** I was kind of under the impression that the hon. member was responding to my comments about the policy in regard to assistance to separate schools.

**Ms. Gigantes:** Then if I may, Mr. Chairman, I would like to ask the minister just what kind of position he will take when he goes to cabinet.

**Hon. Mr. Wells:** We are talking about several different questions here. We are talking about the area of the French-language bilingualism grants to private schools. That question will be discussed by cabinet and when we have arrived at a decision we will then communicate it to the schools. I can't tell you any more about that at the present time. If we are talking about the general issue of support to private schools I think I indicated very clearly what our position was in this matter. I appreciate hearing the hon. member's comments. I think it's a very worthy subject for discussion. We've had a good discussion on it.

**Ms. Gigantes:** I wonder if the minister has examined the funding provisions now being adopted in BC for the alternative school system.

**Hon. Mr. Wells:** Yes. I've looked at them. It's an interesting proposal. As I understand it, British Columbia has never really supported parochial schools before. In some senses they are catching up with Ontario, and in other senses they have gone beyond, of course, in their support to alternative schools.

**Ms. Gigantes:** Do you see any major differences between the approach that is being taken in BC and what would be feasible in Ontario?

**Hon. Mr. Wells:** I haven't studied the bill in British Columbia in sufficient depth to be able to offer any comments of that nature on it.

**Ms. Gigantes:** If the minister wishes to leave his comments at that on those subjects, I would like to pick up the questions of the increased burden on the property taxpayer in Ontario.

As the minister pointed out, back around 1975 when we were operating under the guidelines—and this was a trend which really had been building up before the guidelines were operative; we had seen an increasing willingness on the part of the provincial government to increase funding to the school system in Ontario—by the period 1975 what we were looking at was funding from the provincial coffers which, according to the figures I have, provided by our research group, reached a level in 1975 of 61.3 per cent of total expenditures on education in the province. In the period which followed, 1976-77, there was a drastic drop. There was a drop in the year 1976 to 55.2 per cent provincial funding for the education system, and in 1977 the figures looked like 55.5 per cent.

That five per cent represents, according to quick calculations on my part, something like \$150 million that was lost in provincial grants to the school system in Ontario, if the levels of support from the provincial budget of the 1975 calendar year had been maintained. The minister justifies this in terms of the need to increase the accountability for school expenditures at the local level and he talks about the fact that increasing expenditures at the municipal level had tended to make up the lower property tax that was being felt at the local level in the years before 1975.

I really have some grave questions in my mind about that. I would like to know in specific terms how the minister would justify that kind of statement. For example, he gave an example of Burlington in the period

1972 or 1973, where the municipal officials had what he called "gobbled up" a lower mill rate for the school system in terms of a municipal tax, and that they had used the lower mill rate for the school system to increase municipal expenditures. I would just like to know what kind of justification the minister has for making that broad kind of statement.

What documentation can he provide to us that would indicate that there was a "gobbling up"? After all, this period in the early 1970s was a period when we began to feel, in the general economy, very strong inflationary trends and if a municipal government intended to increase its expenditures at a rapid rate then, one could certainly look to cost factors, just general inflation, as a cause for that. I wonder if the minister can provide any real documentation on the lack of local accountability for spending that became such a crisis in 1975 we had to remove \$150 million in school grants and lower the amount of provincial contribution to the cost of our school system in Ontario, so that the taxpayer at the local level was experiencing enormous increases, from 13 to 18 to 20 per cent, in local school taxes.

It reached the point where in Ottawa-Carleton over the last year the municipal council decided that it wanted to make very clear to local taxpayers where the biggest increases were coming from in the local property tax. They decided, even though it was going to cost a bit in terms of rearranging the tax notices to make clear on the tax notice to each taxpayer in Ottawa-Carleton that the largest proportion of the increase on the property tax was due to an increasing cost of education being applied at the local property tax level.

**Hon. Mr. Wells:** Sorry. What information do you want?

**Ms. Gigantes:** I am looking for some documentation of this irresponsibility which you attribute to local level officials, both within school boards and municipalities, so that you can document for us the very substantial reduction in provincial funding for the education system which led to substantial increases in local property taxes.

**Hon. Mr. Wells:** As I recall what I said, I made a general statement that during the years of the early 1970s through the level of provincial support and ceilings, the combination, in a lot of areas the mill rate either remained static or was reduced. I gave an example from the Burlington area, where, although there had been a reduced mill rate, it had been used up one year by the local

municipal council and therefore the taxpayer did not see any benefit at all from the great infusion of provincial money which lowered the mill rate. Indeed, they believed they weren't paying any increased taxes but they didn't see any benefits of the program which we had effected.

[8:15]

**Ms. Gigantes:** If I could interrupt there, Mr. Minister, the point I'm trying to draw out of you is, is it fair to use a phrase like "the municipality gobbled up" in a period where there's intensive inflation?

**Hon. Mr. Wells:** There was not intense inflation at this particular time—

**Ms. Gigantes:** In 1972-1973?

**Hon. Mr. Wells:** —and it's absolutely fair. I've used it in about 100 times in speeches across the province.

**Ms. Gigantes:** That's the historic documentation that we—

**Hon. Mr. Wells:** No, the historic documentation is in a speech by the director of education of the Halton board, Mr. James Singleton. I saw his presentation several times and he used that example. I can get you that.

**Ms. Gigantes:** Just because somebody said it doesn't mean it's true. Can you produce—

**Hon. Mr. Wells:** No, he documented it and I could document it too, only I can't give it to you right now.

**Ms. Gigantes:** Yes. Is that the single example in Ontario? I can tell you, in the Ottawa-Carleton region I don't feel, as a taxpayer there, that we were witnessing irresponsibility either at the board level or at the municipal level.

**Hon. Mr. Wells:** I didn't say irresponsibility.

**Ms. Gigantes:** That was a clear implication. Lack of accountability.

**Hon. Mr. Wells:** The clear implication was that our efforts to reduce education taxes resulted in the municipalities filling the gap, gobbling up any vacancy that was there, and presenting the general picture in some areas to the ratepayers that there had been no tax increase, period, so that they were not aware during the early 1970s that we, in fact, were making payments of the magnitude that were actually reducing education taxes in this province. There was no particular credit at that time to provincial moneys for making this possible.

What I further said was that this created the impression among a lot of people that because we were also experiencing fairly—



well, I guess although times were tight with ceilings, there were innovations in the education system and so forth and people felt that by spending just a little extra money, because taxes were so level and they didn't seem to be changing year to year, that we could institute fairly major costly changes in the system, and they believed that they could be done without any increase in any local spending. To me that indicated that the whole idea of local board accountability was gone. The local school board really was able to be cushioned against any feeling from the local taxpayers that if they wanted certain things, they were going to have to pay for them.

The fact of the matter is that we also had a little event in 1975, which may not have made any impression on you but it certainly made an impression on us, and that was that if there was one thing the public wanted it was restraint in government spending. I think you will find that the waterline or the change in the policy came after that particular event and after that particular election.

In September, 1975, the Treasurer (Mr. McKeough) and the government embarked upon the new policy of budgeting. We decided that the public of this province not only wanted but were demanding a tighter grip on total provincial budgeting, and we therefore decided to start reducing the deficit and being tighter with the moneys that were budgeted at the provincial level.

**Mr. Cooke:** It was just a shift from one type of tax to another type of tax.

**Ms. Gigantes:** A more regressive tax.

**Hon. Mr. Wells:** You can say it's a shift from one to another. What it really represented in our terms was a tightening up of our particular fiscal position with a challenge to the other area to tighten up their fiscal positions too.

**Mr. Cooke:** But no one remembered that the next year they had to tighten up.

**Hon. Mr. Wells:** You have to let people know some time.

**Ms. Gigantes:** If I could go back to the period of controls, my experience was certainly not—

**Hon. Mr. Wells:** Let me just offer one other comment—and I haven't got the figures here; I'll try and get the figures. In his statements at the time, in December, 1975, and in January, 1976, when the Treasurer and I were travelling around this province presenting this program, I recall very vividly those pictures that he showed indicating that the increases in provincial taxing had

gone up fantastically, compared to the increase in local property tax in the last five years; that the increase in provincial taxes had been quite significant and that as a result of that we have been able to do a lot of the things, but there had been an unequal increase proportionately in local property tax.

You are going to say, yes, but the property tax is regressive. But I would dispute that, because I think that the property tax today is not as regressive—it may not be a completely progressive form of taxation but it's not a bad form of taxation if you have a proper tax credit system built into the income tax system. It can be just as viable a form of taxation as sales tax and some of the other forms of taxation. I firmly believe that with a proper tax credit mechanism it ceases to be a regressive form of taxation, and that's the picture that we have presented.

**Ms. Gigantes:** The “with” and the “if” are big words there, Mr. Minister.

**Hon. Mr. Wells:** I'm saying to you that it isn't a completely regressive form of taxation, and that with the property tax credit that this province has it's a legitimate source of taxes. I mean we are giving back in the property tax credit for municipal regional education taxes \$260 million in the years 1976-1977, and the total tax credit is \$418 million. That's a fairly significant rebate and it tends to equalize and level out the property tax.

**Ms. Gigantes:** It certainly tells you what the property tax is at the starting point, and I do not believe that the credit system in Ontario has reached the point where we can say the property tax is a progressive system of taxation.

**Hon. Mr. Wells:** I didn't say that, but we can say—

**Ms. Gigantes:** We in this party happen to believe in a progressive system of taxation. We don't believe that the poor person should pay the same rate of taxation as the rich person. And any tax that tends to tax people that way we object to. I would like to see any indication that you have, any figures that you can provide to us that indicates to us that property taxes are progressive. We insist on progressive taxes—yes, that's a principle with us.

**Hon. Mr. Wells:** Certainly, if we are paying back \$418 million on the total amount of property tax that is levied, certainly those people in the lower income categories are paying a much lower rate of property tax

than those in the higher income category. Therefore, it fits into your criteria.

**Ms. Gigantes:** It depends just where it falls, and what your programs are designed to meet. We certainly—

**Hon. Mr. Wells:** You know where it falls. You and I have filled out the property tax credit and we know whether we take advantage of it or not.

**Ms. Gigantes:** I don't believe, Mr. Minister, that in Ontario, you and I should be allowed to have a property tax credit, because you and I are not in the low income group.

**Hon. Mr. Wells:** I don't have a property tax credit; I don't know whether or not you do. But I'm saying the process that you go through to fill it out shows you exactly how it does make the property tax to some degree progressive.

**Ms. Gigantes:** What you are doing is adjusting a regressive tax, you are telling me.

**Mr. Grande:** That's exactly what he's saying.

**Ms. Gigantes:** That's right. We don't believe in doing things that way.

**Hon. Mr. Wells:** To most people what is the difference between that and the different policies you put in on the income tax?

**Mr. Cooke:** Have there been any major changes in the tax credit system since the mill rate has increased, since 1976?

**Hon. Mr. Wells:** I don't think there have been any changes this year but some changes have been forecast for next year. If you had done, as a lot of us have done, filled out that tax for a lot of these senior citizens, it practically relieves them of education tax, if you want to take a look at it in that sense.

**Ms. Gigantes:** That's one group of people.

**Hon. Mr. Wells:** Yes, but I'm using that as a group who are in a certain income range. It also relieves the low-income person of a fair degree of his property tax if he gets a \$200 or \$300 rebate under the property tax credit.

**Ms. Gigantes:** Mr. Minister, our point is very real. It amounts to a clear reduction in provincial contributions to the cost of the education system in Ontario. We know what the results of that reduction have meant to the people who live in the areas we represent. That is the point we want to make with you.

We do not agree with the government's policy. In fact, we would prefer to see a higher contribution from the general tax levies of the province and if there have to

be cutbacks in other areas, we are prepared to look at where to cut, but not at increasing property taxes in this province. We don't think the property tax is a legitimate, progressive way of developing general revenues for an expenditure like education in 1977. In the old days it used to be.

**Mr. Grande:** That is the point.

**Ms. Gigantes:** In the old days your property, the size of your house, might have been a reflection of your income. That is no longer true. And if somebody chooses to spend his income by flying to Florida, he doesn't pay property tax on that. If a man or woman chooses to invest in a house, he or she pays property taxes on that.

What you are doing is applying a kind of sales tax. You are taxing a consumer choice and it is a consumer choice which we value in this society. We think that people should be investing in decent housing. And then we turn around and tax them. We think there is something really screwy about that in the year 1977.

I would like to go back to the period you referred to as the ceiling period and tell you that in Ottawa-Carleton, where I followed local affairs fairly closely during the period the ceiling was on, I noticed our school boards engaged in cutting back programs during that period. Not increasing them. Nor did I notice our—

**Hon. Mr. Wells:** Is there anything wrong with that?

**Ms. Gigantes:** —municipal government— Yes, because some of the programs they had to cut back were a real loss to our system in Ottawa-Carleton. Let us not make jokes about it.

**Hon. Mr. Wells:** Hmm?

**Ms. Gigantes:** We lost some very good programs.

**An hon. member:** Is that right?

**Ms. Gigantes:** We had cutbacks in some very good programs in Ottawa-Carleton.

**Hon. Mr. Wells:** Ottawa elementary is the highest spending board in the province—expenditures per pupil.

**Ms. Gigantes:** We value education in Ottawa. We are the highest educated city in the country, I think Stat Can will tell you, and we value it. We are a well-educated population.

**Hon. Mr. Wells:** And you are happy to pay for it.

**Ms. Gigantes:** We are happy to pay a decent share of it. We are not happy about how the levy is put on us. A lot of people in



Ottawa-Carleton have thought about this very seriously, and have decided that this is a retrograde way of raising the moneys for education. It is passé. It has a historic basis and it is not acceptable in a modern age. It is just not the way we should be raising the revenues. Furthermore—

Interjection.

**Ms. Gigantes:** Furthermore, Mr. Minister, I think it would be most unfair for you to accuse Ottawa-Carleton, or perhaps even Burlington—I would like to look at all your documentation—of “gobbling up,” in your phrase, the relaxed property tax, the mill rate made available by your 61 percent contribution to the cost of education in 1975, “gobbling that up” with what you imply with that phrase is frivolous expenditure.

During that period the municipalities were suffering a crunch that came in a large measure from the provincial government, too. We were not seeing anything near adequate funding for the kind of programs the province in some cases was insisting on. A lot of programs which we approved were made mandatory but we do not feel they should be based on the property tax system. We feel that in Ontario in 1977, it is a miserable way to be raising money.

I think that whatever historic reasons we have for basing a lot of our very necessary, vital, local expenditures, governmental expenditures, municipal and educational, on the property tax, those are increasingly irrelevant to the Ontario of 1977. And I would ask you, is there any possibility that this government is going to reconsider the increasing shift of the burden of providing vital local services, both educational and municipal, to the property tax base?

**Hon. Mr. Wells:** I think that to some degree that that general taxation question will have to be asked of the Treasurer. I think that the government is always interested in tax reform. We have indicated that over the years and have been studying it.

Of course, the market value assessment tax reform proposals will all be coming through in the next little while and this whole general policy will be looked at. I don't think that you can overburden anyone with property tax, but I don't think that at this point in time we are prepared to say that the property tax is not one of the sources of taxation that a government has to have at its disposal.

[8:30]

It's fine to attack that source, but you should also put up some alternative sources that you would use. I think that's what has

to be done, because you certainly don't express any indication or desire that you want people to cut their expenditures. You seem to take it for granted that the expenditures are all right or even a little on the low side at this point in time. Therefore, since you can't say that any savings can be made in that area, you've got to offer some alternative source of taxation.

**Mr. Grande:** We're talking about priorities. We're talking about where the resources ought to be placed—not necessarily spending dollars. That's what we're talking about.

**Hon. Mr. Wells:** We're talking about priorities—

**Mr. Kerrio:** When you are talking about priorities, we can talk about the very unfair practice of business tax, unrelated entirely to the kind of business that people do. We could talk about taxes all night, but I don't think that really relates to some of the issues that are before us.

**Mr. Grande:** What do you think that \$1 billion-plus is for?

**Mr. Kerrio:** If there is some significance to the question, maybe it's as to the relationship of percentage of tax raised at the municipal level and generated here in the provincial treasury. Is that a good question?

**Ms. Gigantes:** Yes, it's been going down. For municipal purposes and educational purposes, this government has been increasing the load, shifting the burden from the provincial budget back to the local property tax payer, and letting the local boards of education and the municipal councils take the flack. They're doing it quite deliberately.

**Mr. Kerrio:** They're generating \$1.4 billion at the local level.

**Hon. Mr. Wells:** My point was that if we had progressively kept the balance from 1970 on, rather than dramatically going the other way, in which case the property tax for education did not increase or was reduced, the increases recently in a gradual way would have been in keeping with the increases in other taxing sources. What I'm saying to you is that the increases in provincial taxing sources far outstrip the property tax. I'm building that on the hypothesis that the property tax is still a viable tax. You and I disagree on that.

**Mr. Grande:** It's regressive—132 years old. You're trying to pay the cost of education in 1970 with a mechanism which was created 132 years ago. That's what you're doing.



**Hon. Mr. Wells:** That's a good platitudinous statement but—

**Mr. Grande:** It's a fact.

**Ms. Gigantes:** Close to half of our spending on education is generated at the local level based on the property tax system.

**Mr. Van Horne:** Are we finished with that? Maybe we could go back—

**Mr. Chairman:** In fairness, you told me to keep track of time, and you people have spoken now for over seven and a half hours, whereas the official opposition have put in four hours and 35 minutes.

**Mr. Grande:** We obviously have a lot to say, Mr. Chairman.

**Mr. Chairman:** I can see that. I do not want to curtail you, but how are you going to divide it? These people are entitled to speak too. Mr. Van Horne?

**Mr. Grande:** Granted.

**Mr. Van Horne:** Thank you, Mr. Chairman, the point I would like to go back to was one that was made in this general area but prior to the suppertime. I would like to ask for clarification.

The minister said, I believe, that a private board making an agreement with another body for funding—and I think there was reference to federal funds for French programming—was all right. Did I understand that correctly or not?

**Hon. Mr. Wells:** Private?

**Mr. Van Horne:** Private or independent. The reason I'm raising the point now is that one of our caucus members has, I believe, a related question to raise. Mr. Gordon Miller is here with us, and I'd like him to have the opportunity to speak, but I want to go back over that ground very briefly.

**Hon. Mr. Wells:** I think what I was indicating was our general policy in regard to support, non-payment of grants to private schools and the philosophy behind that. Then I was indicating why we are still looking at the matter of bilingualism grants, the French grants as they are called, from the Secretary of State and the possibility—now, there has been no decision made, but the possibility that those grants perhaps could be accepted by private schools in this province; it would not violate our policy in that if the province agreed they could be paid directly to the private schools. They wouldn't have to go through the treasury of Ontario.

Any other moneys such as the grade 13 moneys that used to be paid, which are not going to be paid under the new Fiscal Ar-

rangements Act, would have had to go into the provincial treasury, and if the policy had been to pass them on, it would have meant grant regulations for paying grants to private schools being passed by the Legislature.

With the French grants, it would be possible for the federal government to deal directly with those schools if we told them it was all right with us. They won't do it unless we agree. That's the matter that's still under discussion at the minute; it's not finalized.

**Mr. Van Horne:** With your indulgence, I'd ask Gordon Miller to read at least part of the correspondence he has just to make sure we're covering the same ground.

**Mr. G. I. Miller:** Mr. Minister, I think you received a letter on April 28 from the Ebenezer Christian Reformed Church School at Jarvis; maybe you don't recall it, but I received a copy of it. The question they were asking was, "The federal government pays a certain amount of money to the provincial government towards French-language instruction. Is this a fact?"

**Hon. Mr. Wells:** Yes, they make bilingual policy grants to us.

**Mr. G. I. Miller:** What amount of grants was paid?

**Hon. Mr. Wells:** They pay on the basis of nine per cent of the average cost per pupil in the minority language grant and five per cent of the average cost per pupil for French as a second language; and if the program is 20 minutes a day, you relate that into a student equivalent and then they pay that money to us.

**Mr. G. I. Miller:** Do you have a figure?

**Hon. Mr. Wells:** But we don't get any money for the private schools. We just get that money from them now for the public schools of the province. We're not getting any for that school.

**Mr. G. I. Miller:** Is it not available from the federal government? Is it their policy that they won't pay for private schools?

**Hon. Mr. Wells:** They may pay. They've indicated that they may pay if we said that it was all right with us. That's what we haven't come to any conclusion about at the moment.

**Mr. G. I. Miller:** Do you have a total figure for private money that is coming in now and over how long a period?

**Hon. Mr. Wells:** In those grants totally to the public system it's around \$25 million.

**Mr. Kerrio:** Mr. Minister, have you not made the determination yourselves as to

whether you want to accept it on that basis and pass it through to these private schools?

**Ms. Gigantes:** No, they are still debating it.

**Hon. Mr. Wells:** The discussions are still going on.

**Mr. Kerrio:** Yes, in your ministry.

**Hon. Mr. Wells:** No, not in our own ministry—in the general government, Government and intergovernmental discussions are still going on.

**Mr. Kerrio:** The feds are ready to give it.

**Hon. Mr. Wells:** It was \$26 million from the federal government last year, and it is estimated to be about \$29 million next year.

**Mr. G. I. Miller:** That's in 1977-78?

**Hon. Mr. Wells:** Right, 1977

**Mr. Van Horne:** Would it be reasonable the passing on of these funds? We're going to ask what are the road blocks in your thinking at this point that would preclude back to pretty basic things, I guess.

**Hon. Mr. Wells:** The roadblock is whether, by saying that, it violates our basic policy of no grants to private schools. As has been mentioned by the hon. member for Carleton East, I made some public statements about this matter and I think there were some cogent opposing types of statements printed that indicated that if Wells thought that way he certainly was violating the policy that was enunciated by this government. So that indicates to you that there are two schools of thought in this area about this particular matter.

**Mr. Grande:** One Wells and one government?

**Hon. Mr. Wells:** No, not necessarily. Wells and the editorial board of the Toronto Star. They said it was a half-baked idea.

**Ms. Gigantes:** That's true. It was. For once the Star is right.

**Hon. Mr. Wells:** About what?

**Mr. Kerrio:** About the half-baked idea.

**Hon. Mr. Wells:** No. I mean they said it was a half-baked idea to consider letting the federal government give these grants to independent schools.

**Ms. Gigantes:** Oh! Well, they are consistent.

**Mr. Chairman:** Mr. Kerrio.

**Hon. Mr. Wells:** No, no. They were accusing me of coming up with a half-baked idea that I would even think it would be possible to do that.

**Mr. Kerrio:** Mr. Minister, your explanation about bringing the funds into your ministry

and then redistributing them, makes some sense to me because of policy. My question: if it were to go directly from the federal government to these independent schools, do you think you would have objections to that?

**Hon. Mr. Wells:** That's the policy that we are still considering. I cannot tell you at this point in time.

**Mr. Kerrio:** No. I am asking for your personal opinion on that. I agree. I sort of concur with your first thinking.

**Hon. Mr. Wells:** In these estimates, I am expressing the opinions of the government, and at this point in time, the opinion is that this matter is still under discussion.

**Mr. Kerrio:** You are not willing to give us your own opinion on that?

**Hon. Mr. Wells:** My personal opinion, as expressed in an interview at this other occasion that was mentioned, was that I really did not see anything too much wrong with this particular process.

**Mr. Kerrio:** If it came directly?

**Hon. Mr. Wells:** To me personally, it did not violate our principle in this province of no public support for independent schools. This was a different arrangement and if private schools wished to make arrangements with the federal government, that would not be a bad idea.

**Ms. Gigantes:** Were you asking for the initiative to come from them?

**Hon. Mr. Wells:** The initiative already has come from them.

**Ms. Gigantes:** Yes, that is why I asked.

**Hon. Mr. Wells:** Do you mean the initiative to get the money?

**Ms. Gigantes:** Yes.

**Hon. Mr. Wells:** Yes.

**Ms. Gigantes:** Well, the initiative has come already. You have refused to allow it to be carried out—consummated, as it were.

**Hon. Mr. Wells:** No. We haven't really said yet. We are still working on it.

**Mr. Kerrio:** I thought it only went through the treasury. I didn't think they would get it the way on a direct route.

**Ms. Gigantes:** Oh, yes.

**Mr. Van Horne:** Mr. Minister, I realize this has broad implications for your party's stance on private, independent schools.

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** So I don't expect you to answer that now. That is something you have been looking at or been living with for many years. If, however, I can stay with that general heading of independent, alter-

native and separate schools, we have talked about these schools in fairly general terms. This may be straying a shade from item 9, but is there an accurate count of the number of students attending? Through visiting these schools or if you inspect them at their request or whatever, you must have some idea of the total number of these students within the province. Could we have that number?

**Hon. Mr. Wells:** The total number attending which?

**Mr. Van Horne:** I am not looking at the separate schools up to grade 10; but, beyond grade 10, the number of students who attend private, independent or alternative schools.

**Hon. Mr. Wells:** It is somewhere around 55,000, I think.

**Mr. Van Horne:** And that is all-inclusive of the separate secondary schools, grades 11 through 13?

**Hon. Mr. Wells:** That is the figure that sticks in my mind. Maybe we have got the actual figure here.

**Mr. Van Horne:** Part of the reason I ask this again ties in with teacher supply. If there are, let's say, 30,000 of these on stream in the last couple of years and they are operating under a PTR of 30:1, then you are looking at 1,000 teachers that they have taken out of whatever resource to teach in their schools. But that again is a side issue. Do you have the figures there?

**Hon. Mr. Wells:** Our estimate of enrolment in private schools, elementary and secondary, is 58,679.

**Mr. G. I. Miller:** What is the total student population in Ontario?

**Hon. Mr. Wells:** It's more than 1.9 million. [8:45]

**Mr. Kerrio:** What year do you want it for?

**Mr. Van Horne:** I think the more important question to ask is how significant a growth factor is reflected in that particular number. Is that double what there was three years ago or five years ago?

**Hon. Mr. Wells:** We might have some of these figures. We don't keep a lot of information on the private schools because they're not our responsibility.

**Mr. Cunningham:** They will be if you put the Blair commission in.

**Hon. Mr. Wells:** What part of the Blair commission? I'll be glad to give you my personal opinion on parts of that.

**Mr. G. I. Miller:** As the minister who is responsible for education in Ontario you have

to be concerned. When you're talking about 58,000 students I think you have to be concerned, do you not?

**Hon. Mr. Wells:** No, we don't have any responsibility in the private schools except in the area of awarding the diplomas at the end. For that purpose, we inspect the teachers who teach the secondary school courses and make sure they're certified teachers and we then recognize for diploma granting the courses given by the schools. Apart from that, we don't have any responsibility.

**Mr. G. I. Miller:** No, but you have to be concerned because you're the Minister of Education. It represents a percentage of Ontario's population. I think that's the point and you have to be concerned about it. I know you don't have to be responsible but you do have to be concerned.

**Hon. Mr. Wells:** Concerned in what way?

**Mr. G. I. Miller:** About their welfare.

**Hon. Mr. Wells:** If you mean concerned by giving money, the answer is, no, we don't give money.

**Mr. G. I. Miller:** Curriculum?

**Hon. Mr. Wells:** We make available a lot of the other materials that we have. That's available to the private schools.

**Mr. Van Horne:** Again, another reason for my raising the point, and I'm sure Gordon's reason too, is that this is reflective of a "we/they" type thinking and yet we're dealing with citizens of the province of Ontario.

As to the question about the percentage increase, if 58,679 represents 30,000 more than last year, are we going to be looking at 80,000, 90,000 or 100,00 of these people next year? Again, I don't want to get into a "we/they" type thinking, but these are citizens of Ontario and I have to think if the proportion is growing as extensively as they tell me it is, that too reflects a certain dissatisfaction with the system, whatever you want to call the system, as it now exists. I would ask you the question, does this realize a large percentage increase over last year?

**Hon. Mr. Wells:** It represents 2.9 per cent of the total school population. It's a 0.1 per cent increase over the 1975 percentage of 2.8 per cent. Since 1972, the percentage of total school population enrolled in private schools has increased from 2.26 per cent of the total school population to 2.9 per cent.

**Mr. G. I. Miller:** There is a move afoot to further expand that. Even in my particular area there's another church organization that is building its own school system. That



points out that perhaps there has to be dissatisfaction with the public system, otherwise why would they want to pay out that kind of money? They are paying double. I think there's an indication there.

**Hon. Mr. Wells:** What's the dissatisfaction?

**Mr. G. I. Miller:** Dissatisfaction? I think you've probably had lots of discussions with them. They've been debating it.

**Hon. Mr. Wells:** The dissatisfaction between the public school system and the school you mention is the curriculum.

**Mr. G. I. Miller:** Yes.

**Mr. Van Horne:** Included with that curriculum, of course, is an element of what they are describing as moral education, which they don't feel that they're getting. That is what is told to me. That's their opinion.

**Ms. Gigantes:** I'd like to ask a question here because of the minister's figures. I'd like to know, considering those figures, even though they indicate an increase, how many private Catholic schools have closed down over the last two or three years? They've been driven under. They have been crunched.

**Hon. Mr. Wells:** In the Ottawa area?

**Ms. Gigantes:** Not just in the Ottawa area. They can't bear that financial pressure.

**Hon. Mr. Wells:** I can tell you there is a lot being built in Toronto.

**Ms. Gigantes:** They are being closed in the area—

**Hon. Mr. Wells:** I mean for the ones that are closing down, there are others being built.

**Ms. Gigantes:** Yes, but some have been literally squeezed out by financial strains.

**Mr. Baetz:** In Ottawa they become publicly funded French schools.

**Ms. Gigantes:** Do you have any objection to that, Mr. Baetz? Do you have objection to publicly funded French schools?

**Mr. Baetz:** I didn't say that. I just stated a fact.

**Hon. Mr. Wells:** That's an interesting point, because at the point in time when the debate over French-language secondary schools was going on, the francophones of this province, Franco-Ontarians, opted to have French-language schools under the public school system. In other words, they opted to have the full nine-to-13 schools under the public school system knowing that we had a policy that didn't fund them under the separate school system.

**Ms. Gigantes:** You are proud of forcing that choice, are you?

**Hon. Mr. Wells:** I don't apologize for it, no.

**Mr. Cooke:** We could have had a French secondary school in Essex county under the separate system right now.

**Ms. Gigantes:** That's right. We would have had it two years ago.

**Hon. Mr. Wells:** Well you tell me, you are from Essex county, why would it be more acceptable under the separate school system than under the public school system?

**Ms. Gigantes:** Because the separate schools supporters are willing to support it.

**Mr. Cooke:** That's right. The students would come from the separate schools.

**Hon. Mr. Wells:** Do you mean to tell me that the people in Essex county would completely stop all opposition and say all the things that they have been saying about French-language secondary schools and say, "Well, that's fine. Under the Essex county separate school board, we will now accept the school"?

**Ms. Gigantes:** It is the same kind of stuff you are hearing from Mr. Baetz. I don't know what Mr. Baetz's position was during the debates that went on in the Ottawa-Carleton area but, as you know, we did not establish French-language high schools in Ottawa without great debate. We are, however, a very well educated and very civilized community in Ottawa on the whole, and the fact that some people in that community objected to the extension of French-language secondary schools, as it were on principle, did not stop us in Ottawa from working out the grounds for the peaceful establishment—

**Mr. Kerrio:** We've got a couple of pretty sophisticated people in Niagara too.

**Ms. Gigantes:** One or two.

**Mr. Van Horne:** Mr. Minister, I don't want to see us get off on a tangent here that isn't necessary and yet I would like to get back to the question. I realize it is not your responsibility to keep track of the private schools per se and yet it has to be a concern, I feel. I am wondering if, at the same time your colleagues are reviewing the funds that we spoke of earlier for the French-language programs, the federal funds, you would be able to convince your colleagues that we perhaps should have a select committee to review government support for alternative forms of education. Is that beyond the realm of possibility to suggest that?

**Hon. Mr. Wells:** To suggest that I proposed this idea?

**Mr. Van Horne:** No. I guess in a sense I am asking for a personal opinion, but I would like to know from you, is it asking too much that we pursue this? We are concerned. I think a lot of us are concerned about the increasing number of people that are choosing either independent, alternative or, if you will, separate schools. These things are expressed perhaps more at election time, and yet I must confess that even prior to the election. I was getting some kind of newsletter from a group called OAISS, or whatever their—

**Hon. Mr. Wells:** OAAIS.

**Mr. Van Horne:** —little headline is, I would again ask the question: Is this a big enough concern to you or to the Ministry of Education or to your colleagues that we sit down with an all-party select committee and review the entire matter of government support for these forms of education?

**Hon. Mr. Wells:** At this point in time I don't really see the need for a select committee in that particular area. I think we all have our positions. Your position has varied a little but it's fairly clear. We've heard the New Democratic Party position very clearly explained this afternoon, and I really don't see the need for a select committee in this particular area. I think that we in our own parties can listen to the various groups and formulate policy in the normal way that we do, and debate it in the House in the normal procedure. We are debating it right here and now. I don't see any need for a select committee in this area at all.

**Mr. Van Horne:** But here and now is estimate time and I think there is a slightly different dimension. What you are saying is that if we, either individually or as a party, wish to pursue it then we raise the issue at a later time.

**Hon. Mr. Wells:** If you are not sure of your position on it, you can hold your own particular hearings with the various groups and then come forward with your views.

**Mr. Van Horne:** That's not really fair.

**Mr. Cunningham:** We just won't involve ourselves in that kind of partisan activity, which is why this gentleman is suggesting a select committee, sir.

**Hon. Mr. Wells:** It's not a partisan activity. What do you think this Legislature is all about? It's about formulating policies on various political issues and putting them forward. I've put ours forward today and the NDP has put its forward. You put yours forward and then we can have a further

discussion on it. Don't slough it off to a select committee. Goodness, you are always telling me all I do is study matters. Put forward your position.

**Mr. Cunningham:** You've been on select committees and you know how they work.

**Hon. Mr. Wells:** Yes, and every select committee I have been on has taken three years to get a report.

**Mr. Cunningham:** You've been on the wrong ones, then.

**Hon. Mr. Wells:** No I haven't.

**Mr. Van Horne:** Mr. Minister, what you are suggesting perhaps we should take under advisement. We must move more quickly, that's what you are saying.

**Mr. Cooke:** What he's saying is that he wants to hear your policy—

**Hon. Mr. Wells:** Just state your policy on the matter. We've got a good forum for discussion right here.

**Mr. Cunningham:** You are not telling us a surprise. We've been promoting the idea of the grant following the child for a long time. If you are harbouring the illusion that we find it acceptable that a person in society today in the province of Ontario should be subjected to double taxation I want to tell you you are wrong.

**Hon. Mr. Wells:** That's fine. That's your policy then. You are explaining it much more explicitly than I have heard it of late.

**Mr. Cunningham:** We just don't allow ourselves to be trapped into these kinds of discussions at election time so that you can polarize the people of Ontario, as you did so successfully in 1971 on that issue. That is as succinctly as I'll put it to you, sir.

**Hon. Mr. Wells:** If you firmly believe that your position is right you should try just as hard—

**Mr. Cunningham:** I just don't believe that you should tax people twice, sir, that's all.

**Hon. Mr. Wells:** —to polarize the people in talking about it. I don't see why this is an issue you can't talk about and you can talk about other issues. To me it's a very legitimate issue to talk about. It's one I find the people want to talk about.

**Mr. Cunningham:** I'll tell you, your position right now has very little relevance and I mean that.

**Hon. Mr. Wells:** I would be glad to debate it on any platform.

**Mr. Cunningham:** You stack up your actions and what you say in that charter and I'll tell you there is less relevance.

**Hon. Mr. Wells:** I couldn't get anybody to answer any questions about it during the election. Indeed, your Liberal candidate running against me said she was not in favour of government aid to private schools, not necessarily separate schools but private schools.

**Mr. Cunningham:** Maybe I should tell you of the position of your candidate, who happens to be a supporter of the Christian school system, who I'm sure, had he been successful—he was only 10,000 votes away, but nevertheless we are hoping he will run again—he might have told you in caucus that his people are being subjected to double taxation. I say to you that is unfair.

**Hon. Mr. Wells:** He knew the government policy very clearly because I told it to him before the election.

**Mr. Kerrio:** He didn't remember that on the platform.

**Mr. Van Horne:** Mr. Minister, we are back into the confrontation thing. As suggested earlier, this was attempted in 1971 and didn't work, and in fairness to these people who are concerned we are looking for a possible alternative. I don't think our stance has changed. You are saying that we go back to confrontation tactics.

**Hon. Mr. Wells:** That's fine, if your stance hasn't changed, you really don't—

**Mr. Van Horne:** But you are saying to us, let's go back to confrontation tactics. That's what you are saying.

**Hon. Mr. Wells:** No, I'm not. I'm just saying that we don't need to have a select committee on every issue, if we all know where we stand.

**Ms. Gigantes:** Why don't you fellows form a coalition government with them?

**Mr. Van Horne:** We are not suggesting that. You used it, I'll let you carry on with it. I've got enough trouble now.

**Ms. Gigantes:** I'll withdraw.

**Mr. Chairman:** You wanted to ask a question?

[9:00]

**Mr. Wildman:** I have a question, a very specific one, regarding the Michipicoten secondary school board and St. Basil's school in White River. The regional office in Sudbury has had correspondence on this over a number of years. The separate school board there serves both the public and separate students for White River. The town of White River is small, but it is expected to double in the next year with the opening of a new Abitibi mill.

One of the most unfortunate things about the whole situation is that for the last seven years the school board, the teachers, the parents in White River have been requesting a gymnasium, or a gymnasium, or that grants be made available so that one could be constructed so that the school would be given indoor recreational and physical educational facilities that we all recognize are a very important part of a child's development. For seven years the ministry has indicated that they would only entertain such a grant if the population were to substantially increase so an addition would be required for the school and a gymnasium or such facility could be included in such a project.

Abitibi is now operating. There is going to be an influx of mill workers, plus an influx of bush workers and their families into the town. Again this spring the regional office, Mr. Butcher's office, in Sudbury, refused to entertain the idea of making the funds available, although they indicated that in a few years, if the influx of population into the town made an addition necessary—again, the same position—they might look at the proposition of making the funds available.

Basically the ministry has admitted that this kind of facility is needed at St. Basil's school. They have admitted that, but what they are saying is they are not going to provide the funds until some time in the future when an addition might be built. And it probably will be built, with the larger number of students expected. But the point is we have been waiting for it now for seven years and it has been asked for by the school board there for a long time. And I might point out that the Tory candidate in the last election indicated that he was going to ensure that the funds were made available.

**Mr. Kerrio:** If you are going to stick the people up there they have to get them elected.

**Mr. Wildman:** I don't know about that. I think he was quite sincere. I think he recognized that there was a tremendous need and that it should be met, and that the ministry should not stall on this any longer.

I have just recently written to the minister on this matter. He probably has received my letter. If possible I would hope that the ministry would reconsider its position. I would like to have a response if possible.

**Hon. Mr. Wells:** Of course, when we review next year's program, as we do, it will



be considered in the light of all the capital requests from the province.

I would just like to point out to you that it is very difficult to allocate the funds. They have to be allocated to certain priority areas and first and foremost is the provision of new pupil spaces; these projects then fall into a slightly lower priority category. There just isn't enough money available to do all the capital building that is requested. Much as it is nice to be able to accommodate all these projects, we just couldn't accommodate it this year.

I got your letter and we are just preparing a reply to it. But the best I can tell you is that it will be looked at when the next year's projects are looked at.

**Mr. Wildman:** Basically Mr. Butcher or his designate in Sudbury made that statement to the staff who recently sent him a letter, I think in April. He indicated at that time that it could be two or three years before they could look at this. Now it has already been seven years.

I understand your problem of meeting the demands, the needs of all the boards and all the schools across the province, but this isn't a first request. I mean, this has been a repeated request. I would hope that the ministry would look to including it in the next year's budget, especially with the expansion of the town and what is going to be the expansion of the school population.

**Hon. Mr. Wells:** Of course, if there were a need for new pupil spaces there that would give it higher priority. That would automatically raise the whole project to a higher priority and it would be easier then to accommodate the gymnasium as part of an addition in the school, because that is part of our priorities.

But let me just tell you that in 1977 the number of capital building projects submitted to us totalled \$344 million. The first run-through by our regional people with our staff cut that down to \$102 million. Then we took a second run-through and cut it down to \$95 million and in the budget we are allotted \$82 million for capital building for the province.

That is all the money. That has to accommodate all those projects, the ones with the highest priority, out of a total number that came to \$334 million. So obviously a lot had to be put to one side or rejected and so forth. There was just no other answer.

Somebody will ask, "Well, why don't you spend more money in this particular area?" I think nothing more graphically illustrates the situation of declining enrolments than

this. I mean, here we are in a period of declining enrolments; we knew they were coming; we have been talking about them, as you have said, and you have said, "What are you going to do about it?" One of the things we have done is cut this part of our budget very drastically. A few years ago we were spending up around a \$125 million, \$150 million—\$185 million in 1975—on school construction. To me that has to be ridiculous, that in a period of declining enrolment we are going to start spending more money, or as much money as we used to spend when enrolments were really increasing.

In the tightening up of our budget we felt that this was an area where we could certainly bring to bear some economies and that is what we have done. We really have to fight to get the \$82 million because there are some people who say, "You don't even need \$82 million. There was a committee on the Costs of Education that produced a report saying we could probably do with about \$50 million a year in capital construction money."

It is very interesting, I think there have been two million pupil places built in this province in the last 25 years. Of course, we obviously don't have two million pupils in school now. There are a lot of shifts in population, new areas opening up and so forth, which make those figures not entirely relevant and, as we all know, only illustrate the fact that there are empty classrooms and spaces in places where we don't need them and there are areas, of course, where we need schools. That is our problem and it would be nice to be able to accommodate everybody's building request, but it just is not possible.

**Mr. Grande:** The peak year in capital construction was \$185 million, did you say?

**Hon. Mr. Wells:** Oh, no. That was 1975. That was one of the peak years in the last four or five years.

**Mr. Grande:** Could I proceed with just one more question? What was the peak year for capital construction? I believe it would be in the 1960s—middle 1960s, late 1960s.

**Hon. Mr. Wells:** I don't know, do we have that?

**Mr. Wildman:** I don't want to prolong this, Mr. Chairman, I realize there's a question of time and I had this specific question, but I would just like to point out to the minister that at the time the school was combined to serve both public and separate students in White River, it was generally

considered that the indoor activity centre—the library, basically—at that school was inadequate and was a temporary facility. That was seven years ago. It was temporary, pending the building of a bigger and more acceptable facility.

We are almost at a stage now when one generation of elementary school students has gone through its elementary education without the facility that is needed. And I might hypothesize that if Abitibi hadn't moved in with federal aid and opened the plant, so that the town could expand, we might be in a situation where we wouldn't have pending expansion of enrolment, and it could have been another seven years. And it still might be another seven years, or more, before the school gets the facility it needs. I hope that the ministry will reconsider its position.

**Hon. Mr. Wells:** I now have some figures for Mr. Grande. In 1966, the figure was \$242 million; and between 1966 and 1970, it was somewhere around \$200 million. The figures are broken down by elementary and secondary. For instance, 1966 elementary was \$92.7 million, and secondary was \$150 million. The figures are available.

**Mr. G. I. Miller:** Could I have a copy of this year's list of where the capital expenditures will be?

**Hon. Mr. Wells:** We will send you a typed-up list.

**Mr. Cooke:** What is the policy of the ministry concerning capital grants for new subdivisions, particularly in Windsor. A high school is needed very badly in the east end, and an elementary school. Both those applications by the Windsor school board were refused, but they are both in new subdivision areas.

**Hon. Mr. Wells:** That secondary school situation in Windsor is still under study.

**Mr. Cooke:** Forest Glade?

**Hon. Mr. Wells:** Yes, Forest Glade.

We are facing a bit of a problem with secondary schools, particularly in the urban areas. If there are really significant numbers of pupil spaces in schools in a city, I think we are going to have to start looking at whether busing wouldn't be a more feasible solution than just building new schools in every—

**Mr. Cooke:** But then you have boards, like the Windsor board, that have a policy not to bus and kids are left out of the extra-curricular activities. I know that's not your problem.

**Hon. Mr. Wells:** I tend to say that sometimes, too, because I live in an area where

nobody wants to be bused. But I have been to lots of schools in the province; I was in one not so long ago where all but 19 kids in the school are bused. And they managed to build all the other programs around that, too. There are a lot of district secondary schools in the province where busing is a major thing. At some point, in some of the areas—and in Metro Toronto—they are going to have to start looking at whether we can leave large, fairly new secondary schools with a great number of vacant rooms. That's part of the process that has to go ahead.

**Mr. Cooke:** But at the elementary level?

**Hon. Mr. Wells:** At the elementary level, I think it's a different story. Basically, we are trying to be sure that there are elementary schools in the new areas. Certainly, I don't support a busing policy for elementary schools; but I do think a lot of urban areas may have to reassess their policies on busing in secondary schools. The cost of secondary schools is becoming so immense. I think there is a new one going up in Timmins which must be around \$9 million and that has to come out of this appropriation over a couple of years.

**Mr. Lawton** says that the information they have been getting back is that there are slow sales in the Forest Glade area and that is what has been holding up the approvals there. I don't know.

[9:15]

**Mr. Van Horne:** Within this past year the ministry issued a statement on sites that may have been acquired by a board but aren't going to be used by them. What about the funds that may be realized through the sale of an old school if the property is particularly valuable? Do those funds come back into the general coffers of the province rather than into the local municipality?

**Hon. Mr. Wells:** You're talking about the sale of a site and an old school?

**Mr. Van Horne:** Well, they're really two different issues. There are sites that some school boards have but may not use. On the other hand, there are existing buildings that are virtually empty and the board may have the opportunity to sell these.

**Hon. Mr. Wells:** We introduced a new policy just about a month ago on the sale of sites.

**Mr. Van Horne:** This was the one sent out to school boards within the last months or so?

**Hon. Mr. Wells:** Yes.



**Mr. Van Horne:** I'm sorry, I'm not totally conversant with it. I'd like you to bring us up to date.

**Hon. Mr. Wells:** It allows them to sell a site and to keep that money without paying any negative grant on it, if they're going to use it towards building a school or purchasing another site or another building.

**Mr. Van Horne:** So there's a condition attached.

Interjection.

**Mr. Van Horne:** But let's assume they don't comply with the conditions. The population, in other words, isn't growing. It's shifting. You have a site here; you don't need it; you have to transport the youngsters.

**Hon. Mr. Wells:** It has to be earmarked for a capital purpose. Up until that time we took a negative grant on sites.

**Mr. Van Horne:** In other words, you deducted from the grant available?

**Hon. Mr. Wells:** Based on a formula, we took some money back from the proceeds of the sale. The reason for that was that we pay a fairly sizeable grant when they purchase a new site so it's logical that we should get something back if they sell a site or building. So, we made a change, because of the tightness of money and the proposals that some boards had made that they did have surplus sites and that they could sell these, keep that money and perhaps put an addition on a school—a learning resource centre or a gymnasium—or buy another site. After consultation with a lot of boards and our own people, we made this change to allow them to get some money that they could spend themselves, without approaching us for capital money, to get these additions or new sites that they wanted. Three or four boards indicated that they really needed this. It allows them a little leeway to get some of these things done.

This might be, for instance, a way that Michipicoten could be assisted in that project that they were talking about—if they happen to have a site they can sell and use the money to put the gymnasium on.

**Mr. Van Horne:** Mr. Chairman, I don't think our committee members have any other points to raise in this area. I would like briefly to suggest that we're pleased to see that the moneys earmarked in the grants for special education will not be reduced. We're also pleased to see that the timing of information to the boards will be roughly the same this year as it was last year. I appreciate the concerns that they have in the planning process and I think it is good that we're

now on this different time frame. I am, however, disappointed the minister would suggest that the debate forum that we are in is the proper one to review concerns about private, independent and separate schools. In estimate time, as I perceive it, and I'm quite new to this so I may be wrong, it strikes me that there are no formal debates per se, votes, et cetera, taken in this particular forum. Obviously, if we want to raise the issue again, and I think all of our caucus feels strongly about this, then we have to find some other place.

I was hoping to hear the minister say there may be an alternative route he could go. However, that doesn't appear to be the case. We have no further comments to make on this particular vote.

**Mr. Chairman:** Do you have anything more to ask?

**Mr. Grande:** Yes.

**Ms. Gigantes:** I have a few questions but I'll allow my colleague to go ahead first.

**Mr. Grande:** As I stated earlier the other day, I would be coming back to the heritage language program under this particular vote. I have a series of questions and it depends on the minister whether I get the answers quickly so that we can move on quickly.

Let me start by asking a question about the \$2.5 million which is supposedly earmarked for the heritage language program. I've got conflicting ideas from you. One idea was that you would get together with the school boards to decide the terms of the finances, and the other was that the money would be going through the Metro system. That is conflicting. Am I to understand that the boards of education administrators will get together with your officials and together arrive at the level of funding, based on need, as far as that program is concerned?

**Hon. Mr. Wells:** You're talking about Metropolitan Toronto now?

**Mr. Grande:** I'm talking about any board in this province, the ones which make use of those particular funds. Do the boards approach the ministry directly or have they to go through some other body?

**Hon. Mr. Wells:** No, they can approach us directly or they can just go ahead, implement the program and send into the regional office of the ministry by September 30 a list of the heritage language classes offered and the estimated enrolment in each class. As usual, the school board must maintain a summer school evening class register for each class. That's all they have to do. If



they want to establish the programs, that's all our memo requires them to do.

**Mr. Grande:** So they will be coming to you, to the ministry, to say: "We would like to establish this many classes. Therefore, you will be giving us the money to establish these classes."

**Hon. Mr. Wells:** They don't even have to come and ask us in that way. All they'd have to do is establish them and then let us know by September 30 that that's what they've done.

**Mr. Grande:** Therefore, talking specifically about Metropolitan Toronto, any of the Metro formulas do not apply? It would be indeed 100 cent dollars rather than 28 cent dollars?

**Hon. Mr. Wells:** Not in Metro. In Metro it would be whatever the grant is in continuing education.

**Mr. Grande:** In other words, it is through Metro.

**Hon. Mr. Wells:** Insofar as Metro is concerned we deal grant-wise with the Metro school board. The area boards would do the submitting but the grants would go back to the Metro board.

**Mr. Grande:** Then there is no assurance whatsoever that the Metro board would decide to use the \$2.5 million for that program. They could use \$500,000 for that program.

**Hon. Mr. Wells:** No, there's not \$2.5 million for the Metro board. There's \$2.5 million for the heritage language program.

**Mr. Grande:** Okay, fine. Whatever amount will be coming to Metro, what assurance is there that the Metro board would use that particular amount of money specifically for the heritage language program and not for other courses as they see fit, respecting the local autonomy?

**Hon. Mr. Wells:** I think there are the same provisions that apply for any of the programs. Notwithstanding all the difficulties that we read about from time to time in the newspapers, basically the Metro board, as the levying body and the grant receiving body, is able to get those grants and pass them on to the various boards and they've been able to do that. They may have to set up another formula or some new regulations for their operation, I don't know at this point in time, but I don't see that there should be any problems as far as the Metro board is concerned in this.

**Mr. Grande:** There could be a problem and you know that has happened before.

**Hon. Mr. Wells:** We'd be happy to work with them on it to straighten it out. We've got a list here: Toronto is offering five language programs in the summer, we haven't got their fall offerings yet; Scarborough has eight; Etobicoke has Spanish, Ukrainian and Russian; East York, Greek; Metro, Roman Catholic separate, 15 centres, they'll be offering Italian, Portuguese and Ukrainian. So these things are starting to take shape.

**Mr. Grande:** In other words, under your continuing education formula, it is 28 cents to the dollar that they will be getting?

**Hon. Mr. Wells:** For the Metro board, right, and for the Metro separate board, 78 cents.

**Mr. Grande:** How would you suggest that, specifically for the Metro board, they will be collecting the other 72 cents? Is it, you would suggest, through the property tax, the education tax component of the property tax, or would you suggest that each child should be levied a fee for the program?

**Hon. Mr. Wells:** I would suggest that they collect it in some general way. It may be that in the first years of the program the group sponsoring it may want to contribute some money toward it. This is a possibility on a continuing education program.

**Mr. Grande:** All right, let me go on from there. I just want some answers, I don't want to editorialize here at all.

**Hon. Mr. Wells:** If I can just say this, it's just as difficult for the Metro RC board to raise the difference between 78 cents and the 100 as it is for the Metro board to raise the difference between the 28 and the 100.

**Mr. Grande:** I'm not making any judgement.

**Hon. Mr. Wells:** All right, that is the equalization formula. The same applies across the province.

**Mr. Grande:** Is it true that the need for the heritage language program exists in Metro Toronto more than any other place in the province?

**Hon. Mr. Wells:** Yes, I would say there is a great need for it here. There are programs I think in Windsor, there are programs in Kitchener-Waterloo, there are programs going to be offered in Durham, in Dufferin, in Peel and other areas also, and there are programs being offered.

**Mr. Grande:** Is it not also true that Metro boards would be the ones receiving the least money from the ministry through the grant system for these programs?

**Hon. Mr. Wells:** Being realistic, if I talk about that equalization, in actual terms in dollars they are receiving fewer actual dollars, yes.

**Mr. Grande:** For the greatest need?

**Hon. Mr. Wells:** No, in terms of equalization they are proportionately all being treated equal.

**Mr. Grande:** Yes, all right.

**Hon. Mr. Wells:** Let me say that if I find the program is not working and is not effective in Metro, I'm sure you would want me to do something about it and I certainly would want to do something about it. We've announced it and—

**Mr. Grande:** I'm sure that I am going to ask you to do something about it.

[9:30]

**Hon. Mr. Wells:**—it is now in the planning stages, the community groups are very much aware of it and we'll be watching it very closely. Certainly if it hasn't been effective and hasn't provided the degree of support that we all think should be provided for these language classes then we will look at it, particularly in Metro, because Metro is the area where we see one of the greatest needs for this program.

**Mr. Grande:** The next question: Is it not true that since local boards' budgets are locked until the coming December, the boards will not have access to any funds until the 1978 budget is finalized, which will not take place before the end of April 1978?

**Hon. Mr. Wells:** I would say no, because obviously boards, within their present budgets, have been able to arrange to accommodate a variety of programs already.

**Mr. Grande:** But is it not true that they took that into account in their last budget?

**Hon. Mr. Wells:** I don't know. I don't know how they could take it into account because we hadn't announced the program by the time their budget had been struck.

**Mr. Grande:** So the boards' budgets, according to you, are not locked at this particular time until December?

**Hon. Mr. Wells:** The Metro school board has a certain degree of flexibility. I don't know how they are going to handle the other money they will need for this, but in large budgets like that it may be that they are able to find that money in some other place. That would be what I would have to assume. Their income side is pretty well defined, between now and the end of the year.

**Mr. Grande:** So they would have to find the money elsewhere to initiate these classes

and then in April of 1978 they will be compensated for it? Is it not true then that this will be a disincentive for the program?

**Hon. Mr. Wells:** It doesn't seem to be, because they are starting ahead with a group of classes already.

**Mr. Grande:** We'll find out in 1978 whether it is or not.

The question is: What commitment is there from your ministry as to the—

**Hon. Mr. Wells:** Could I just say this; there is of course a process, particularly in large budgets, where they have revised estimates and a lot of their budgeting is done based on estimation of taxing revenue, what the property tax is going to bring in. As the year goes on, it may be that they find that they are in fact going to have revenues greater than they had anticipated.

**Ms. Gigantes:** Or less.

**Hon. Mr. Wells:** Or less, sure. But there is a degree of flexibility there that allows them to accommodate things like this during the year.

**Mr. Grande:** I would say very little, but anyway that remains to be seen. What commitment is there from your ministry as to the duration in years of this minimal support? Is it five years, 10 years, in perpetuity, the \$280 million to the corporation, or just for 1978 budget and then instruct the boards to carry on on their own?

**Hon. Mr. Wells:** As of now it is a new program and it will continue until somebody decides to change it, or we decide that it should be done differently or there is a change in direction in this area. It's not announced for one year. It's announced as a continuing program.

**Mr. Grande:** The next question is: What prior consultation has there been with local boards—particularly Metro, since I know the boards in Metro—prior to the announcement of the heritage language program?

**Hon. Mr. Wells:** I can't give you chapter and verse.

**Mr. Grande:** You know if you've spoken to the boards.

**Hon. Mr. Wells:** I haven't been talking to them about it but our staffs and the committees, people who worked on their multiculturalism committee and ours, have been holding quite a number of discussions over the past year.

**Mr. Grande:** About this program?

**Hon. Mr. Wells:** I can't tell you that it was about this program.

**Mr. Grande:** I know there has been discussion. There is continued discussion about education.

**Hon. Mr. Wells:** I'm sorry, I can't tell you. If we'd asked the question the other day when Catherine Michalski or Mavis Burke were here I could have got the answer for you.

**Mr. Grande:** Let me make an editorial statement here, that there has been no prior consultation period, because the boards, the administrators, are confused about this program in no uncertain terms. They are confused about the guidelines. They are confused about what it means in many terms. They are concerned about the duration of the program. They are just in limbo. As a matter of fact, the other night the Toronto Board of Education said, "We won't do a thing about this until December when we find out what is happening," and it's the third largest board in Metropolitan Toronto as of this year.

**Hon. Mr. Wells:** That's not correct, because the Toronto board has five programs that are going in under the summer schools.

**Mr. Grande:** But they are not initiating any new programs. Those are the programs they had to begin with. Is it not true?

**Hon. Mr. Wells:** I don't know whether they are initiating or whether they are ones they were planning anyway, but they are certainly going to take advantage of the funding for them.

**Mr. Grande:** But you say that they will not be able to until 1978.

**Hon. Mr. Wells:** You said that. I didn't say that.

**Mr. Grande:** You said there is a certain flexibility in their budget, but for all intents and purposes their budgets are locked.

**Hon. Mr. Wells:** Yes, but I said that there's a certain flexibility and I imagine there's enough flexibility for them to take advantage of the program now, because they have indicated that they are going to take advantage of it for five language classes being given in summer school this summer. That flexibility is there, so obviously they are taking advantage of it.

**Mr. Grande:** But I am suggesting to you that those particular programs have been programs that have already been budgeted for. They are programs that they are carrying on from the previous year.

**Hon. Mr. Wells:** They may or may not, I suspect that there's at least a couple of them that weren't—at least one of them that

wasn't, because I know there is one being given in Punjabi which was only decided upon some time around mid to end May.

**Mr. Grande:** Okay.

**Hon. Mr. Wells:** If any of the Toronto board directors or supervisory staff are in doubt about any of these things, they don't have to sit and worry about it in their office. All they have to do is pick up the phone and call myself or George Waldrum or any of a number of people here and they can have all those answers in a few minutes. They do this many times on many matters, so I can't believe they are confused about the ground rules about this program.

**Mr. Grande:** Why don't you give them the answers?

**Hon. Mr. Wells:** We do give them the answers. We have sent them out a sheet—

**Mr. Grande:** You sent a memo.

**Hon. Mr. Wells:**—and if they don't understand the sheet, all they have got to do is pick up the phone. They are only down a block from this building, and it's very easy—

**Mr. Grande:** It sure is. College street is not far away from here.

**Hon. Mr. Wells:** Believe me, if they have a beef they usually phone us.

**Mr. Grande:** They sure do. They won't let it pass, that's for sure. What consultation has there been with community groups which are presently involved in providing these types of programs and have been involved in the past five to 10 years?

**Hon. Mr. Wells:** With the groups? I haven't had any consultation with them. We announced the program to them. That's what we did, and I don't recall any particular consultation of sitting down, except to the degree that they all said it would be excellent if we had some form of financial assistance for their language programs and, taking that kind of consultation with them and developing a program, this is what we have come up with.

**Mr. Grande:** Are you or are you not saying then that these particular groups can apply to you for funds based on that continuing education grant?

**Hon. Mr. Wells:** They apply to the local school board, not to me or us.

**Mr. Grande:** And the local school board would turn over the funds for the classes and they can run the classes?

**Hon. Mr. Wells:** Well, no, the local school board operates the classes for them.

**Mr. Grande:** Okay. Do you not see then that for these local groups which have



already organized to fulfil that function and to take care of that need, it means almost collapse? Do you see that possibility?

**Hon. Mr. Wells:** I discussed this with some of the groups, particularly the ones dealing with the Metro separate school board, and the Italian group indicated that it would be a good idea if the school board were to run these programs. I don't see that as any problem, I think most of the groups would rather have a consistency in programs where they are run by the school board, rather than local groups funded to give these programs.

**Mr. Grande:** All right, I suppose you will hear from them. You don't have to believe me. You will hear from the school boards. You will hear from the community groups within the next year, when the guidelines or the funds or the setting up of these classes is going to be initiated and started and they are going to have the problems. They are going to be coming to you for answers. There is no doubt about that.

**Hon. Mr. Wells:** I certainly hope they will—

**Mr. Grande:** They will.

**Hon. Mr. Wells:**—and that won't present any problems to me. I just got a little note saying that Catherine Michalski had met with many such groups and talked to them; so presumably, as she was working on this policy for us, she has discussed it with many groups.

**Mr. Grande:** This is prior to the big conference with the Premier (Mr. Davis) that day?

**Hon. Mr. Wells:** Oh, much prior to that.

**Mr. Grande:** Much prior to that? That's news to me. I just haven't heard about it.

**Hon. Mr. Wells:** Well, you know that Catherine and her people have been working for the last year.

**Mr. Grande:** Oh, I certainly know that. But I don't know that they've been working in this particular area in terms of consultation with community groups about this particular type of program.

**Hon. Mr. Wells:** In this whole multi-cultural area, yes. Plus there are the other functions and consultations that go on in the Ministry of Culture and Recreation that we get plugged into too.

**Mr. Grande:** Sure. The next topic is one that I would like straight for the record, if for nothing else, in terms of English as a second language. The question is, would you consider the suggestion that you release the

\$10 million as the provincial commitment to expanding ESL classes even though the federal government says no to you for their share of the \$10 million.

**Hon. Mr. Wells:** At this point in time, I want to hear what the federal government has to say.

**Mr. Grande:** You've been hearing about it for the past year.

**Hon. Mr. Wells:** I've been hearing about it but, rather than do what you've said, I think we all should lend our efforts to encouraging the federal government to give us a positive response quickly and then we can formulate a complete program.

**Mr. Grande:** That is a flat "no," is it?

**Hon. Mr. Wells:** No, that's a positive answer saying instead of you asking me that question, why don't you write the federal government and say, "Why don't you tell the government of Ontario that you're going to give them \$10 million?"

**Ms. Gigantes:** That's "no" for the time being.

**Mr. Grande:** I have no power to negotiate with you, let alone with the federal government. I'm obviously not getting anywhere. My feeling is that I'm not getting anywhere in this particular area, so all I can get is a commitment from the provincial government, since we are in a provincial jurisdiction. And what is your commitment?

**Hon. Mr. Wells:** Our position at the moment is that we would like to get that money out of the federal government for this program so that we can then formulate a total increased package in this area.

**Mr. Grande:** So it's "no" until the federal government coughs up \$10 million?

**Hon. Mr. Wells:** It's "no" for the time being—not until the federal government coughs up the \$10 million.

**Mr. Grande:** You pride yourself in saying that education is a provincial jurisdiction and then you say, "Federal government, give us the money to run the educational system in this province." It's incredible.

**Hon. Mr. Wells:** I explained all that to you the other night—

**Mr. Grande:** Sure you did.

**Hon. Mr. Wells:**—so I'm not going to go over it again.

**Mr. Grande:** But that's what you're saying in this particular area. That is not to say that the federal government is not giving a lot of money. I believe in a little book—I don't even remember who put it out—that

the federal government puts out over \$2.5 billion for education throughout Canada. Anyway, I suppose you're going through the hassles and negotiations in terms of who has control of what, rather than whether there is a need and to take care of the need.

**Hon. Mr. Wells:** Would you like Dr. Jack Fisher, who has been down at those negotiations, to give you his impressions?

**Mr. Grande:** Very much so.

**Hon. Mr. Wells:** This is Dr. Jack Fisher as opposed to Dr. Harry Fisher.

**Mr. Grande:** Yes.

**Hon. Mr. Wells:** Dr. Fisher headed the team that has attended various meetings and put together the brief; he was at that meeting in December, which I read you an excerpt about in a letter from the federal government. Jack, would you like to give your impression of where these negotiations stand at the minute and whether you think they're going to be productive or not?

**Dr. J. E. Fisher:** My conversations, Mr. Chairman, have been with staff members in Ottawa and, when I communicate with staff members in Ottawa, I am led to believe that progress is being made. But each time I communicate with them, about two weeks apart, I continue to get the same answer. Beyond that, I can't add any more.  
[9:45]

**Hon. Mr. Wells:** That being the answer, I think what you should do is write to Charles Caccia.

**Mr. Grande:** Oh no, he has no power, so to speak.

**Hon. Mr. Wells:** How do you know?

**Mr. Grande:** All right, I don't know. I think the person who has the power is Mr. Roberts and in many ways you are having your difficulties with him, or with the minister responsible for multiculturalism now, in terms of that ESL money and multicultural money coming through. I realize they've made their commitments and they are not coming through with their commitments. But you're making your commitments and you're not coming through with your commitments.

At the same time, while you're playing the games between the federal and the provincial government, all I'm talking about is that the real needs of kids in the schools are not being met. That's what I'm pointing out to you; it's clear. So go ahead and play your political games; that's fine. I just hope that no harm is done to the vocational opportunities of these children. But I really have

reservations; I really think that you're missing the boat.

Mr. Chairman, there was a study published a little while back called *Inequality: a Re-assessment of Family and Schooling in America*. This famous study was done by Dr. Jencks, and in it Dr. Jencks said—and let me quote: "The subject of the redistribution or more equitable distribution of income is really what we should be talking about rather than the equitable redistribution of knowledge, because equal education opportunity really means redistribution of income as opposed to redistribution of knowledge."

Let us not forget that we talk about these estimates for days and days, but what we should be questioning are the fundamental aspects and the fundamental directions of the educational system; otherwise, we're educating in a vacuum. My feeling about education in Ontario is that that's what is happening: We're educating in a vacuum or we're providing schooling in a vacuum.

Some people say we don't have national goals, that we don't have goals for education. The Liberal member was saying that some people talk about moral education—that education is devoid of morals. I don't want to get into that kind of discussion. The question I would like to address myself to is redistribution of income, because if education is supposed to be curbing the inequities that are seen in the total society, education should have that as a major goal. Instead, in any society—and this is historical—education has done nothing but to perform the function of the status quo. No change takes place as a result of education, and that is well documented in American education and in the education of almost any country.

We really have to come to terms with one question, and that is, education for what? Perhaps we should be thinking in terms of two very distinct functions of education. One is to provide for a job market; in other words, to have our students learn the skills that the job market requires. I submit to you that's what most people think education to be. The other is the recreational function of education in terms of theatre, the arts, learning for learning's sake and really becoming culturally civilized. That's another function of education. But we don't want to talk about that function. Somehow we have left that function in the background.

What we have been talking about primarily is the function of schooling and education for the job market. The whole educational system has been geared exactly to the



job market. It was okay 15, 20 or 30 years ago to say, "I am training myself for that job," and at the end of your education you found yourself getting into that job, feeling very happy and satisfied that the educational system had fulfilled your expectations, and society's expectations. Everything was well.

**Mr. Van Horne:** Are you suggesting that is the underlying philosophy of the educational system? I am sorry, I missed part of your remarks.

**Mr. Grande:** That is what education has been in the past. That is the type of education that the majority of people knew and understood and expected. What has happened, though, is that in the late 1960s we came to a crossroads, as far as I am concerned. In the late 1960s no longer did we have all the resources at our disposal to augment, to expand or to increase the educational function of the educational system.

The other problem, of course—and it has been a problem for about 10 years now—is that no longer can we really train people for a specific job, because that job might not be available or might be totally redundant by the time the schooling or the education is ended. What we are finding as a result is that we have started to inflate educational requirements. When 15 years ago you needed a grade 12 for a particular job, now you need a BA for that job. We inflate the educational requirements and we say that is what education is all about. That is what education has been.

**Mr. Kerrio:** That's not to do the job; that's to enjoy yourself after.

**Mr. Grande:** As I suggested, the announcements of educational cutbacks towards the end of the 1960s or early in the 1970s rang the bell and said, "Wait, we cannot go on at this pace." But the reason we were going on at that pace was that the resources were available; we were expanding education functions. In the early 1970s we started to talk about costs rather than about education. That has been our concern since the early 1970s. That is why, Mr. Minister, you hear—

**Mr. Kerrio:** It is a harsh reality.

**Mr. Grande:** Sure, it is a very harsh reality. And I suppose you are waking up to it.

**Mr. Kerrio:** You can have all the education in the world and still go down the pipe like Britain did.

**Hon. Mr. Wells:** They also had a socialist government.

**Mr. Grande:** All right, if you want to talk about schooling, fine.

**Mr. Kerrio:** The Conservatives have been in power more in Britain than the Labour Party.

**Mr. Van Horne:** On a point of order, Mr. Chairman. Are we discussing philosophy? I am lost. Is this germane to the item?

**Mr. Grande:** Sure it is; that is where you are spending the money. It certainly is germane.

**Mr. Chairman,** I am not interested in talking about how the minister is going to be spending his \$20 million this year, because those \$20 million have already been spent and I cannot do anything about it. What I am interested in doing is to say to the minister, "Look, take certain directions so that in next year's budget I might see \$1 million in a particular area, which as far as I am concerned is the area that education ought to be going toward." That is what I am interested in doing here. If it is educational philosophy, political philosophy or whatever you want to call it, so be it.

In the 1960s, as I was suggesting, we moved on and expanded the educational system. We spent a lot of money in education. A lot of the money, as the minister was saying earlier, went into capital construction—into bricks and mortar. In other words, we were addressing ourselves to the expanding needs of the population, the baby-boom period. That's what it was all about. We decided we needed schools.

May I suggest to you that right now we're talking about declining enrolments. We're missing the boat once again because, if the graphs are correct, if the projections are correct, we should be talking about 1986 when we're going to have another boom in the birthrate. What are you going to do then? Are you going to build more schools, more bricks and mortar?

One of the things we really have to take a look at, and I've been trying to say it here for the past three days, is that planning has to be done in advance. Planning has to be done for at least 10 to 15 years and not from one year to the next. The dissatisfaction of people today is not with the educational product; it's not what comes out at the other end. But it's a fact that what comes out at the other end cannot find a job. It's not that we have spent a lot of money in the 1960s on education. It is that the money for education is collected by a very regressive system. The property tax simply will not suffice any longer. I'll tell you why.

There's a greater and greater increase in population over the age of 65. This is definitely the trend. That population is going to



increase. There's definitely an increase in the population that does not have a stake in the educational system. Therefore, they're going to say: "In no way am I going to pay to support the educational system." At that particular time, the minister, you can rest assured, is going to come to this House, to this committee, and say we have to change the method of collecting the money for education because that is a regressive system.

Maybe I'm talking about 10 years from now, but you'll hear it. It will happen, I'm sure, because the indicators and the trends are there. It's got to come about. Education has to be financed, as I was saying earlier, not by a mechanism that is 132 years old, an anachronism. It has to be financed by mechanisms devised in 1977 for education in 1977 or education in the 1990s with systems devised maybe in the 1980s, not on the system we devised 132 years ago. We still continue to maintain that somehow there's a higher principle in terms of how we collect the funds for education.

On this whole item of financing I've been saying to the minister that he'd better start taking a look at the factors. You'd better start taking a look at how you finance education and where that money is coming from, because people are no longer going to put up with \$50, \$60 and \$70 increases in their property taxes every year because of educational costs. Then you can come to this Legislature and say, just as the Minister of Health said last year what we have to do is close down 10 hospitals and that's how we'll reduce the amount of money we spend on health. I'm just waiting to see when you're going to come into the Legislature and say we have to completely close down 10 schools because that's how we're going to cut the amount of money on education.

**Ms. Gigantes:** That's happening.

**Mr. Grande:** It's going to come to the point of no return. As far as I understand it, when you have fewer than 200 kids within a particular school, the costs skyrocket. Correct me if I'm wrong. And at that particular time, it would be better to have the school closed. But I'm saying to you, before that time comes, plan. I tried to give you some suggestions the other night on what you can do with that empty space. Plan for it.

On this item I have nothing further to say. I don't know if my other colleagues have something to say. Thank you very much for your indulgence.

[10:00]

**Mr. Chairman:** Any more discussion on item 9?

**Hon. Mr. Wells:** Mr. Chairman, I just wanted to say I keep listening to people talk about there being no definition of goals for the educational system, the amounts of money spent and whether we are achieving those goals. We do have well-defined goals for the education system of this province. One of those goals is not the redistribution of the wealth or as an agent of social change.

I think if you read Jenck's later books, you will find he says that, while he may have earlier believed that that was the aim of education, he came to the conclusion at the end of the 1960s that it was impossible, through education, to redistribute the income system or to use education as a vehicle of social change. I am just going from my memory of some of his writings. I believe that that is what he came to.

**Ms. Gigantes:** That is exactly what Mr. Grande was saying.

**Hon. Mr. Wells:** I thought he was saying that that was a goal, that should be a goal of the education system.

**Ms. Gigantes:** That is a fallacy.

**Hon. Mr. Wells:** I am saying if you believe that should be a goal, it is a false goal, it is an unattainable goal. Don't delude yourself into thinking that is a goal of the education system.

**Ms. Gigantes:** He said that.

**Hon. Mr. Wells:** The goal of the education system in this province is very clearly defined. It is laid out in many of our curriculum documents. The goal of the education system is to ensure that our curriculum will provide opportunities for each child to achieve the limit of his or her potential; to acquire the basic skills fundamental to his or her continuing education; to develop and maintain a confidence and a sense of self-worth; to gain the knowledge and acquire the attitudes that he or she needs for active participation in Canadian society; and to develop the moral and aesthetic sensitivity necessary for a complete and responsible life.

That is the goal and that has been stated. It was stated just as clearly as I read it now in *The Formative Years*, which has been out for two and a half years. It is restated again in all our curriculum documents. It has been restated many times by us that really in very short succinct terms the goal of our educational system is to help young people become contributing, productive citizens of this democratic society. I underline the word democratic—this democratic society.

**Mr. Grande:** I am trying to get the full implication of what you are saying. Underline democratic? I don't understand.

**Hon. Mr. Wells:** I am just underlining that because there are some people who would like to use the educational system for things other than the development of citizens of a democratic society. It bothers me when I find that there are Marxists who think that perhaps they can somehow infiltrate the school system and who believe that the democratic society isn't perhaps the best society.

**Ms. Gigantes:** Whom are you fighting with?

**Hon. Mr. Wells:** I am not fighting with anybody. You asked me why I underlined democratic and that is why I underlined it.

**Mr. Grande:** Just make it clear, that is all.

**Hon. Mr. Wells:** That is the goal. I accept that we have differing opinions about how the money should be raised and I respect your opinions about the property tax. I just reiterate what I said, that today we raise \$1.5 billion on the property tax for education at the present time. How is that to be replaced? We as a province supplement at a level of about 45 to 50 per cent municipal expenditures through provincial sources also.

I have heard several proposals put forward, and you have heard them too, that services to properties should be supported by the property tax and services to people by provincial taxing sources. Are people suggesting we take away from the municipalities the money we now pay for roads, for police and for other services such as that and put them to pay the \$1.5 billion? That is a possibility. We would then be supporting education practically 100 per cent from provincial sources, but I suggest to you the mill rate the local property taxpayers would be paying would not be any different. Those other costs would then be loaded on by the municipality because we would not be paying them their grants.

When I put that argument to most people they say you should leave all those other grants but take over the educational costs either in part to a greater degree or completely.

**Mr. Grande:** You are trying to change the system with the same tools.

**Hon. Mr. Wells:** But how and where are you going to get \$1.5 billion? I would suggest to you today that, just as people really are not very happy—in fact, that's probably putting it mildly—about paying property tax, they would be just as unhappy about paying

an increased sales tax which would raise—well one point of sales tax raises \$285 million. They would be just as unhappy paying a lot more income tax; they would be just as unhappy paying some other form of taxation—very increased taxation on cigarettes and liquor and so forth, any of these are going to bother people.

**Mr. Grande:** Except for one; the income tax at this time is more equitable in terms of income obviously.

**Hon. Mr. Wells:** It may be less regressive, or more progressive—whichever way you want to look at it—than the property tax, but the fact remains that you are not going to be able to put that completely on the income tax. If you did, you are going to find just as much criticism. Also you run the risk, and this is something you have to think about if you take all the costs of education off the property tax, of then providing no relief for a lot of people with education tax.

For example, you can provide relief for senior citizens as long as there is some property tax there. If you put it all on income tax perhaps you could provide that relief, but if some of the increased costs of education have to be borne by sales tax or some of those other forms of taxation, the impact is going to be on the whole society in the province and you are not going to have the opportunity of providing relief for these people.

**Ms. Gigantes:** You would run the danger of losing a lot of friends, that's what would happen if you did that. If we did that we wouldn't lose friends, we would gain more friends.

**Hon. Mr. Wells:** I don't know, it depends on who your friends are and who my friends are.

**Ms. Gigantes:** Exactly, that's what we are talking about.

**Hon. Mr. Wells:** I don't know who your friends are, and you don't know—

**Ms. Gigantes:** Your friends have a lot more money than our friends.

**Hon. Mr. Wells:** Beg pardon?

**Ms. Gigantes:** Your friends have a lot more money—a lot more income—than our friends.

**Hon. Mr. Wells:** I would dispute that.

**Ms. Gigantes:** Oh you would?

**Hon. Mr. Wells:** I suspect that your friends have as much money as my friends.

**Mr. Chairman:** On that note, shall item 9 carry?

**Ms. Gigantes:** I have a couple of more questions I would like to ask. I will try to make them very brief. I believe they fall closely on the discussion we've had. I would like to ask the minister, first of all, if he has any indication of the number of school closings in the year 1976-77 and the projected school closings in the year 1977-78.

**Hon. Mr. Wells:** I am sorry, I didn't hear that.

**Ms. Gigantes:** Actual and projected school closings 1976-77 and 1977-78. Do you have any figures on that?

**Hon. Mr. Wells:** No, I haven't.

**Ms. Gigantes:** I'll tell you that one of the results of—

**Hon. Mr. Wells:** We don't enter into that. We only hear about school closings when somebody writes to us or talks to us.

**Ms. Gigantes:** Let me give you a prediction. You are going to hear a lot more about school closings because a lot more community groups are going to be coming to you. The process of schools closing has just begun, as far as I can see it, in the community I come from, and also as far as I can see it from communications I have had from other communities in this province. You as a minister are going to have to face that, and the ministry is going to have to face that over the next two or three years.

I suggest to you that it is a direct result of part of your policy of increasing the property tax burden at the local level. School boards are always reluctant to raise the local mill rate. So it means they are choosing to close down schools which could, and perhaps should stay open, considering the kinds of suggestions that you have heard from Mr. Grande a few minutes ago about the possibility we are likely to be hitting a new wave in our school system in the predictable future.

It is really ridiculous that we should be closing schools haphazardly, as boards are being forced to do as economizing measures right now. The loss of community schools in many areas of this province is going to bring an even more profound alienation of the community from the education system in this province.

I suggest to you that it's something worth having your ministry check out, board by board, over the next few months. You may be surprised at the extent of the phenomenon that's going to hit you with a wave over the next year or year and a half.

I consider it very serious. I look at the community I come from in Ottawa-Carleton

and the kind of planning we've seen—and here I'm kind of switching gears—but the kind of planning we've seen over the last few years has meant that in the suburban areas, such as Gloucester township, practically every elementary school has a number of portables outside it. You know the kind of pressures the board then tried to bring on the ministry to increase school building, to put in the bricks and mortar my friend talked about.

You know why that pressure is coming, the fact is there are no schools in these communities. At the same time we're seeing, in the downtown areas, the schools emptying out. This is a function of lack of planning on the provincial level, for which you cannot be held responsible as the minister but for which I think your government must share responsibility. I think we haven't had the kind of urban planning we've needed in this province and we're paying the price through the education system, through municipal services which are being unused in downtown cores and which must now be built up in suburban areas.

I suggest to you that over the next few months you make some effort to try and find out about what school closings are going to go on, and ask yourself and consider within the ministry whether this is a process that you want to see continued at the rate it's going to build up to over the next period of time.

One other question I would like to ask, and that's a very particular local question regarding the Ottawa area. It has to do with the 800 francophone students at the secondary level who are now being educated in schools under the Ottawa board. In view of the difficulty the situation presents, both for the students and their parents who have to deal with a board for which they can't vote, and considering the problems the Carleton board has when it comes to the ministry and asks for a new school and the ministry says: "No, there are school spaces available with the Ottawa board"; I'm wondering whether you look favourably on the suggestion of Dr. Mayo in the Ottawa-Carleton regional report to divide the school board districts more or less in the centre of Ottawa-Carleton rather than the two doughnut shapes that we have now, or the doughnut and the hole shape.

**Hon. Mr. Wells:** I think at this point in time I'm not really ready to offer any opinions on the report. I've asked for comments from the boards and we're studying the report in our ministry and in the govern-



ment. I'm not prepared to make any personal assessments on the report.

**Ms. Gigantes:** Thank you, Mr. Chairman.

**Mr. Van Horne:** Mr. Chairman, before we leave this topic; in a sense it's partially related to earlier discussions on empty school space: We touched on this yesterday and I'm not sure that we resolved it. Certainly there's no question that groups of parents are getting together seeking some kind of accommodation within schools for the care of their children, roughly ages one to three or one to four. Whatever you want to call the program—I think officially they're called nursery schools or day-care centres, there are an infinite number of names—I'm wondering if the ministry is receiving more and more pressure from groups of parents or is there any kind of information coming to you to suggest this is in fact a growing concern in the communities across our province?

**Hon. Mr. Wells:** The development of these centres?

**Mr. Van Horne:** Yes, and proper accommodation. Part of the problem is that the school board involved will seek moneys to cover overhead or whatever, and in some instances I am told that school boards are asking a little too much more. Parents are prepared to pay a token fee or a user fee—a buck or two a day, whatever they can afford—but some school boards are saying we need X number of hundreds or thousands of dollars a year if you are going to use that room or those rooms. So some of these people are feeling frustrated.

[10:15]

That may be just a local thing, I don't know, but having a daughter who has to go to college out of town because there is not enough room in the college in our town to take an early childhood education program, and having seen some of the conditions she works under, in church basements and so forth because they can't get into school facilities for whatever reasons, I have to believe it's more than just my own local community. I've seen this in a couple of communities. Are you getting more awareness about this problem? I perceive it as a problem.

**Hon. Mr. Wells:** I'm not sure we are getting any more comments about it. What we have tried to do as far as boards are concerned is to sort out the responsibilities. We are not prepared to provide any money for these uses because this is not part of the designated educational use of the schools or the education system. This is a program that is under the jurisdictional responsibility of

the Ministry of Community and Social Services, and they have funding programs for various types of day care.

We encourage school boards completely and fully to make use of the facilities and let groups make use of the facilities. It's up to the board and the local people to make the arrangements as to how these arrangements should work. We've worked with Community and School Services and others to suggest that some of the requirements they had in their regulations for day-care centres could not be met by schools and there should be a certain relaxing. I am not absolutely sure now, but at one time you had to have a kitchen and you had to have certain facilities and so much space and so forth to qualify as a day-care centre. If this wasn't available, then they couldn't pay certain grants and so forth.

We have been trying to make the point—I am not sure whether they've relaxed it or not—but I certainly made the point with them that they should at least, in instances where they felt they could, in a school facility, agree there is no need to have a kitchen if it can be adequately indicated how they are going to bring meals in. Everybody brings meals in today. They don't necessarily have a kitchen to cook them right where they are. These kinds of things can be gotten around and gotten over. On anything like that we try to encourage boards, recognizing it's up to them to make these decisions and it's up to the trustees to decide what they are going to charge, what their policy is going to be about using that vacant space.

I think boards are pretty anxious, if they've got a lot of vacant space, to use it for these facilities; but some communities may not.

Basically, our position is that any funding or anything for the user groups for such things as a day-care centre comes from Community and Social Services.

**Mr. Van Horne:** Yet you have to be working in concert with them, and the obvious place for groups to go if they are looking for a facility is to the school, if the school does have the space or any kind of accommodation for them.

This past weekend one of my caucus members and I sat down with an executive group purportedly representing 12 various parent-interest groups across southwestern Ontario, ranging from Sarnia over to Woodstock. That suggested to me that this is not just a local concern that I have become aware of in the last year because of my own

family situation. If this is going to grow, then obviously we will be hearing more from you and we will be talking more about this in the House in this next year. I see this as sort of a trend of the times where a heck of a lot of families have two parents working and the youngsters have to be supervised and looked after properly. I see these situations as something that will grow within our community; and the logical first place for people to look for this type of accommodation is the school setting, particularly in times of declining enrolments.

**Hon. Mr. Wells:** We'll do everything possible to help school boards in the area of trying from our end, with Community and Social Services and so on, to get the regulations freed up so it is possible for the facilities to be used by the boards for this purpose. But the cost of those facilities is still something that the local boards—

**Mr. Van Horne:** That has to be negotiated locally. I realize that.

**Mr. Grande:** Since there is obviously a reshuffling within the Ministry of Community and Social Services, is there any talk of reshuffling The Day Nurseries Act; call it the early childhood Act or put that aspect of early childhood into The Education Act and make that an education function? Certainly that's where it belongs if we talk about early childhood education and really understand it.

**Hon. Mr. Wells:** The policy of this government is that the education function begins at the junior kindergarten level.

**Mr. Grande:** It used to be grade one.

**Hon. Mr. Wells:** What you are suggesting is universal, state-operated day-care facilities. That's not the policy of this government.

**Ms. Gigantes:** Well that wasn't what was being suggested. There is nothing that says a public facility, such as an empty school which becomes a day-care facility, has to be run by the state.

**Hon. Mr. Wells:** Let me tell you that once you switch The Day Nurseries Act from where it is now to The Education Act, it would only be a year or two before everyone would believe that it should be provided at the school.

**Mr. Cooke:** Then it would be recognized as education and not babysitting.

**Hon. Mr. Wells:** True. There are great differences of opinion about that particular subject too, about whether it is good for them to be going to school that early.

**Mr. Grande:** We tend to see what's going to happen in 15 and 20 years from now. That's another difference between you and I. I like to see plans.

**Hon. Mr. Wells:** I could put it in slightly different terms.

**Mr. Van Horne:** One very short question: The minister said the ministry encourages school boards to have community groups use the boards' facilities. How do they encourage them?

**Hon. Mr. Wells:** Through our publications, through our endorsement of the policy and so forth.

**Mr. Van Horne:** Certainly not with any bucks, and that's what it costs to keep the schools open.

**Hon. Mr. Wells:** Well, we do have the continuing education money; certainly that is a fairly hefty encouragement.

**Mr. Van Horne:** We were talking in terms of community groups, day-care centres, those types of things.

**Hon. Mr. Wells:** No, we don't fund those. What I am trying to point out is that if we want to keep more money available for education, I don't think we should let it be watered down and used for areas which are functions of other ministries at the present time. If those school facilities are to be used, there are other dollars that can be obtained through other ministries in some of these areas.

**Mr. Van Horne:** But somehow there has got to be the co-ordination. I brought this up earlier.

**Hon. Mr. Wells:** The co-ordination is there, that's what we have policy fields for.

**Mr. Van Horne:** I gave you this example earlier: A day-care centre was built in Windsor, four blocks away from a school that has at least 10 empty classrooms.

**Hon. Mr. Wells:** Is it a municipal day-care centre?

**Mr. Van Horne:** It was funded by the province; it is a municipal day-care centre approved by the province.

**Hon. Mr. Wells:** It had to be approved by us but the municipality probably wanted to build it that way. I don't know.

**Ms. Gigantes:** You know better than that. You know how many proposals there have been for the use of vacant school space for day-care centres. You know that problems have arisen with the regulations put down by the Ministry of Community and Social Services.



**Hon. Mr. Wells:** Perhaps this is totally our fault as a government, but I also know that given the fact that you have a school—how old is the school?

**Mr. Van Horne:** Twenty years.

**Hon. Mr. Wells:** Given the fact you have a 20-year-old school with 10 vacant classrooms and you have an opportunity to get a grant from the Ministry of Community and Social Services to build a new day-care centre with all the facilities that somebody believes have to be in a day-care centre, what's a municipality going to do?

**Ms. Gigantes:** Who "believes"? The province "believes", the province has made it difficult.

**Hon. Mr. Wells:** No. What's a municipality going to do?

**Mr. Cooke:** In the interests of austerity, the province is just not going to fund those things but fund renovation of schools.

**Hon. Mr. Wells:** Perhaps we should have said to Windsor, "Sorry, you can't have that. You use that old school." The mayor and the council of Windsor would have been down here pounding the table and saying how we're discriminating against Windsor, how other places can get money to build this day-care centre; they would have given us 50 reasons why the school has to be used.

**Mr. Cooke:** The point I was making is that I don't think there's enough encouragement to use present facilities, because of all the blocks in the way.

**Hon. Mr. Wells:** The encouragement is there—

**Ms. Gigantes:** Verbal encouragement.

**Hon. Mr. Wells:** —because the kind of money that was available to build those day-care centres which the municipality built is not available any more. We don't think they'll find that kind of money. That in itself would be encouragement to use present facilities.

**Mr. Bounsall:** What about a school that has vacant classrooms to which the only thing that need be added is a kitchen to meet the regulations. That's the question which should have been asked by someone, either by the Ministry of Community and Social Services or by you telling the Ministry of Community and Social Services to ask that question on your behalf.

**Hon. Mr. Wells:** I think Community and Social Services should ask that, and I'll have our people remind them of that at their

next meeting with them. But there are also some local things involved. Did you, when you were on the Windsor school board, tell the municipality that you had these facilities?

**Mr. Cooke:** Unfortunately, because of the lack of co-ordination, I wasn't even aware of the day-care centre going up until they started to erect it.

**Hon. Mr. Wells:** You can't blame that on us then. That's lack of co-ordination between the school board and the municipality.

**Ms. Gigantes:** Why do you have super ministries?

**Hon. Mr. Wells:** We know what's going on, but I'm just saying you, as a member of the Windsor school board, didn't even know that the municipality was going to build a day-care centre.

**Ms. Gigantes:** You're supposed to be doing the co-ordinating.

**Hon. Mr. Wells:** I suggest to you that it also is incumbent upon the local people to know what's going on.

**Ms. Gigantes:** Would it help, Mr. Minister, if we called it "retroactive" continuing education?

**Mr. Chairman:** Item nine of vote 3002 is agreed to then.

**Mr. Van Horne:** The lucky Liberals have two minutes to plow into the next one.

**Hon. Mr. Wells:** An hour and 17 minutes.

**Ms. Gigantes:** Mr. Chairman, how much time do we have left?

**Mr. Chairman:** An hour and 15 minutes after we recess.

**Ms. Gigantes:** I understand from my colleagues who have participated in Education estimates over the last few years, that there has been a commitment on the part of the minister and the ministry to have the full Teachers' Superannuation Commission come to the estimates to answer questions.

**Hon. Mr. Wells:** The commitment was that the Teachers' Superannuation Commission would come and appear before the social development committee, but not at estimate time.

**Mr. Bounsall:** Why has that never occurred then?

**Hon. Mr. Wells:** It has never occurred because at the time we were beginning to do it, the committee was busy with estimates. The chairman has several times written to me and we've made arrangements, but then the House has adjourned. Various reasons; all of them very legitimate.



**Mr. Chairman:** They are open to come at some time.

**Hon. Mr. Wells:** Yes.

**Mr. Van Horne:** Are you suggesting we defer these two items until they are here?

**Ms. Gigantes:** No, I was going to suggest if this were the case, and we could hear them before estimates, that we give notice to the minister and the ministry that we would like to do that.

**Hon. Mr. Wells:** I would say, Mr. Chairman, that we are committed at the present time to complete these estimates in a given time and I will then give you the commitment that at some time, at your convenience Mr. Chairman, the commission can come down and you can discuss it with them. But I don't think we can leave the estimates over until then.

The committee adjourned at 10:30 p.m.

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### Ministry of Education official taking part:

Fisher, Dr. J. E., Education Officer, School Business and Finance Branch.











# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Education



**First Session, 31st Parliament**

Thursday, July 7, 1977

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

THURSDAY, JULY 7, 1977

The committee met at 3:45 p.m.

## ESTIMATES, MINISTRY OF EDUCATION (concluded)

On vote 3002, education program; item 10, supervision and legislation:

**Mr. Van Horne:** Again following the format of an earlier vote or two, I would have to go through these areas of responsibility and seek some further definition. First of all, I see the first area is "to serve as a communication and liaison unit for provincial organizations of teachers, trustees, school officials and the minister." I am just wondering, specifically how is that done? Are we talking about publications? Perhaps if I just leave the question like that, you can give me some indication of how this communication is carried on.

**Hon. Mr. Wells:** I would be happy to tell the hon. member how this works. First of all, certainly since I have been minister, I have set up on a regular basis a schedule of meetings with the teachers through the Ontario Teachers' Federation, with the trustees through the Ontario School Trustees' Council and, on a not-as-regular basis but when needed, with the Ontario Association of Education Administrative Officers. Although we officially meet with the trustees' council and the Ontario Teachers' Federation, when necessary, also on a more informal basis we have meetings with the affiliate members of both the teachers' federation and trustees' council, usually with the concurrence and the presence of people from OTF and OSTC.

However, on an ongoing regular basis there is a staff person in the supervision and legislation branch who is assigned as a liaison person with these various bodies. In other words, we have one person who is assigned to work with the OTF, one to work with the Ontario School Trustees' Council and one to work with the supervisory officers.

There are many areas of liaising between the ministry and these bodies that don't involve direct meetings with the minister. In fact, one of the things I have encouraged in our meetings is that on those areas where there can be useful dialogue, communication

or even working groups working together between any of the groups and the ministry, they should go right ahead at the officials' level. This person is there to facilitate this kind of action and to carry on any communication or liaison between our ministry and on my behalf also with these various groups.

**Mr. Van Horne:** In the complement of 24 people there are three really who are working in this particular area.

**Hon. Mr. Wells:** Yes. That is not their full-time job. That is one of their duties.

**Mr. Van Horne:** Again we are concerned with the dollars and cents. Does this include moneys for publications, such as *Dimensions*, which may not be a good example?

**Hon. Mr. Wells:** No. Just the official memos but not publications like *Dimensions* or any of the other publications. They are all in the information and communications branch budget.

**Mr. Van Horne:** Perhaps we could slip down to the third item: "provide reasonable balance between rights of the individual and effective administration." What is involved in that?

**Hon. Mr. Wells:** That is mainly an interpretive function of the Act. This branch has within it those people who interpret the Act for members of the public who write in and other bodies who ask for help—the school boards, federations or anyone wishing for interpretation of The Education Act.

**Mr. Van Horne:** So those same persons we talked about earlier doing the liaison with OTF and OTC may well be doing some of this work.

**Hon. Mr. Wells:** They may be doing some of that. There are others in the legislation section of this branch who could be involved in that particular function, rather than the people who are the liaising people with the associations.

**Mr. Van Horne:** The next item is, "administering and evaluating compulsory attendance legislation." I am not too sure what that involves.

**Hon. Mr. Wells:** That is the work of the provincial school attendance counsellor. He is located in this branch. That is Mr. Orv Watson; his operation is located within this branch.

**Mr. Van Horne:** We have relatively new provisions for early school leaving. Is that being reviewed, is there any indication that this may change, or is it the intention of the ministry to leave it as it is?

**Hon. Mr. Wells:** It is constantly being monitored. That means that Mr. Watson and others in the branch are assessing what is happening in regard to that legislation, in the sense of its being formally reviewed with a view to changing it. Out of the monitoring may come suggestions for changes.

**Mr. Van Horne:** The reason I asked is that I have heard some people suggest that in larger jurisdictions this is becoming a full-time job for more and more staff members. There is considerable time being spent with the procedures involved in early school leaving. Are you getting any criticism in that area?

**Hon. Mr. Wells:** I think we get letters from time to time from people. Some say, as you have, that it takes their personnel a lot of time and they ask us if we couldn't give some remuneration for this particular function. Mr. Watson is running a summer course this year for attendance counsellors and this will be one of the matters that they will be looking at in depth.

I guess they will get a lot of the feedback on these problems of early school leaving. The regulations and the principle of this early-school-leaving policy, were not drawn up quickly or lightly and they were circulated to many people, as I recall, before we finally adopted them. The principle behind it is not the old "work permit at age 14" idea; it was a new approach to the problem of students who, before the compulsory school leaving age of 16, could benefit from a part-school part-work process or even a completely out-of-school experience but doing it in such a way that it would still be monitored as part of the school program.

I remember the time, as you probably do, when there were the "work permits at 14" which, in effect, meant there was a 14-year-old leaving time for a lot of people in school. For some this was handled in a very careful way and for others it was used mainly as a way to get anyone out of school at 14 if they wished, or if somebody wished them to be out. This process was put in after it was indicated that the other method we had finally adopted—that is of having a very

rigid leaving age of 16—still did not leave the flexibility that was necessary. So after a lot of discussion, we worked out this new way, which is an in-between position. Of course, these people are really still considered students and still show on the rolls; they are still eligible for grants, even though they're out of school.

**Mr. Van Horne:** Yes, I understand that.

**Hon. Mr. Wells:** So, in fact, you could say, for some of them, that the board is getting indirectly reimbursed for its efforts and for the time that it puts into the program, because they still count for grants.

**Mr. Van Horne:** I do feel they lose sight of that, however, and in larger jurisdictions it's not so much a quarrel with the new provision for early school leaving as it is in the application of the procedures that you have to go through. There is money coming in because those people are still on the register but some boards are saying this is becoming more of a full-time job than we thought.

**Hon. Mr. Wells:** I think we would welcome any suggestions they've got. We're always looking to improve these kinds of procedures and practices and if there are any suggestions, we'd be happy to implement any that are acceptable to a large majority of the people, provided they do not dilute or subvert the principle of the legislation. Some people want to change it all and say: "Why go through all this process? Just let us issue work permits, or let us send kids out of school at age 14." That is a different principle, that's not the principle we're adopting here. That's the principle of allowing this to be part of the educational function, but an out-of-school principle.

**Mr. Van Horne:** I'm not suggesting we go back to what was there before, either.

**Mr. Sweeney:** I have two questions, Mr. Minister. What monitoring is your ministry doing to determine that it isn't simply being used as a 14-year-old work permit? If a board is doing that, would you know it?

**Hon. Mr. Wells:** The regional offices and the provincial school attendance officer, I'm told, would have some knowledge of this and, I presume, they are doing their checks on it.

**Mr. Cooke:** Mr. Chairman, I was on the early school leaving committee in Windsor and that's exactly what the committees are being used for. We did surveys across the province to see what was going on with early school leaving and what we found was that in very few jurisdictions there were very few people employed with this pro-



gram, and students were coming in. The responsibility is completely left up to the student to come up with the alternatives, and in this time of high unemployment, it makes it very difficult for a student to come up with alternatives.

There's very little work done in keeping the student in touch with the school system after he's been given permission to leave. In Windsor, the program was pretty much a complete flop. It just wasn't successful at all. I strongly endorse the concept, but I don't think that the program is going to work unless there are officers—whether you want to call them attendance councillors or early-school-leaving officers as some boards have called them—following up and keeping in contact with the students, and also, initiating the program. That's the difficult part—initiating the program.

**Mr. Sweeney:** Mr. Minister, I raised the question the way I did because two boards that I'm familiar with don't seem to have the kind of contact to which you're referring. I don't have any evidence of that. If there is something else in place, I would appreciate knowing about it.

**Hon. Mr. Wells:** All I can tell you is that one of the responsibilities of this branch and our regional office people is that they should be monitoring it as they are and then, based on what they see, endeavouring again to impress upon boards how the program should work and trying to help boards implement it in the proper manner.

**Mr. Cooke:** The boards know how they work. The problem is with the number of students that apply. In Windsor, for example, something like 20 students applied in one year. You get grants for those students, but when they're out of 10 or 15 different schools the grants don't really count because the expenses at the other schools are still there. So there is no cost saving; there is just more money involved in providing services for these students; and boards can't afford to do it. What's happened is that another good program has been brought in but there has been no money brought in to provide the support services.

[4:00]

**Hon. Mr. Wells:** I suppose if that is the case it will show up in the evaluation reviews that are taking place.

**Mr. Sweeney:** Can I ask one further question along the same line? I'm aware of at least one board—and there probably are many others—that has come up with some fairly imaginative alternative educational

practices for these kids. Instead of, in a sense, turning them out into the work world, they've come up with an alternative form of education within their own system. To what extent is the ministry, or this particular branch, going out and working with boards and encouraging them and motivating them and demonstrating the ways in which this thing can be done? The one I happen to know of did it totally on its own. I don't think they got any help from anybody, that I'm aware of anyway.

**Hon. Mr. Wells:** Are you talking about a complete alternative school situation or are you talking about the work experience?

**Mr. Sweeney:** No, the alternative school within the school system for those kids who simply couldn't cope.

**Hon. Mr. Wells:** A lot of boards have developed that kind of program and we certainly encourage them to use their initiative in that program. I don't know that we have any particular programs that encourage this. I don't think we do, except that most of them would work with our regional office for experimental course approvals and this kind of thing, which are usually approved.

**Mr. Sweeney:** I put the question, Mr. Minister, because I wonder if maybe some of the smaller boards simply don't know what to do with these kids and might, very likely by default, simply put them out to work, whereas, if there was some kind of direction coming from your ministry they might say, "That looks like an interesting way to do it, let's try it." That's the kind of leadership or guidance that I was thinking of. A board that's got a good staff can go to places like North York and look at what they're doing.

**Hon. Mr. Wells:** That's one of the things, I understand, that these attendance councillors are going to be dealing with in their summer school program, the different ways they can handle this kind of situation and initiatives that they can suggest to their boards in this area. We're working from the premise, first of all, that there are going to be programs in the school for these people, and basically that's our responsibility that there will be programs, and we have a provincial law that says that there shall be attendance to age 16. We work from that premise.

I think we've done a fantastic job of a diversity of programs as far as the school is concerned, for all the different types of students. Then, as I indicated the other day, we're also now working on these work experience programs which, of course, are not



part of this program but which will, building upon the pilot projects that have gone on, give boards an opportunity to offer this kind of program, which is another alternative, where there is a working in and out of the school that's part of the credit program.

That's the basic premise from which we work, that there will be programs in the school. This is really there for that small percentage of people who, for some reason or other, or a variety of reasons, can't take advantage of, or benefit from any of the programs that are there in the school.

**Mr. Sweeney:** That's the group I'm talking about. You might only be talking about 15 or 20 kids in a whole school system who reach this particular point.

**Hon. Mr. Wells:** That's right.

**Mr. Sweeney:** Even for those, in a couple of school situations, quite imaginative and yet alternative little school operations have been set up.

**Hon. Mr. Wells:** I think, as with many of these things in the educational community, the alternative school idea is one that sort of springs from a local initiative and my experience with it is that it's something like a community school—it needs somebody who grasps the idea and sells it to the board and so forth. You can't necessarily duplicate it exactly in every school board. If you have a certain person and he's got the idea and can develop and sell it, it will work, and in various cases if that person ceases to work for that board that program or that alternative school tends to disappear also, because it's been one person's baby. They've had the idea, they've nurtured it and they've developed it and it's worked with them, but it hasn't worked with other people.

It's one of those things that catches on as people see or hear about them and develop them in their own areas. As I say, through our regional office and our people we're not discouraging this, but if you mean do we have people actively going out encouraging alternative schools, I would have to say, no, we don't.

**Mr. Cooke:** Could I just make one more comment on this early school leaving—just a suggestion, I don't know whether it's practical or not. Where these students leave school early, could the boards continue to get the grant money? Maybe what the ministry could do is, instead of giving that grant money in the regular legislative grant, that grant money should be taken out and designated by the ministry that it has to be

used by those boards for early school leaving. So in the case of Windsor, where there's 20 students involved in the early school leaving, there would be \$20,000 or \$25,000 for the early-school-leaving program. That would assure the minister that that money is being used the way it is supposed to be used.

**Hon. Mr. Wells:** I suppose we could do it, but why would we have to do that for a school board? If they know they are getting the money in there why can't they just allot the \$20,000 in their budget? It gets us into a very complicated system of designation of money in the grants. We're not talking only about early school leaving, we're talking about French grants, we're talking about special education grants and multicultural grants. If we want to get back to a system of designating everything specifically for an area, that's another concepts of grants.

**Mr. Cooke:** If you ever come to the point where there are grants for early school leaving or more in the area of student services you are certainly not going to give the normal grant also. You're not going to give them double grants.

**Hon. Mr. Wells:** As I said on the previous vote, our philosophy is to build a grant that gives an amount of money, as everyone says is the way you should with these, particularly elected bodies. Don't tell them exactly what to do with the money.

**Mr. Cooke:** I guess what's happening then is those boards are opting into programs like early school leaving, but they are not giving the students their money's worth. They're opting into a program but they are offering no manpower for it, no assistance, and I don't think that's fair to those students who are leaving school early. Something has to be done. If the program is initiated by the ministry it should be—

**Hon. Mr. Wells:** I'm not sure all the boards are doing it the same way the Windsor board is doing it.

**Mr. Cooke:** We did a survey and the program is still in its early stages so I'm sure you are going to do a more in-depth study at some point.

**Hon. Mr. Wells:** Yes, that's what we are doing now. Our initial observations from Orville Watson are that most early-school-leaving committees established have fulfilled their responsibility in a fairly constructive manner. Whether he means they've done a complete follow-up or not, I don't know.

**Mr. Cooke:** He'd probably think the Windsor board did a good job too, but

when we did our evaluation we didn't think we did such a good job.

**Mr. Van Horne:** I'd like to carry on, Mr. Chairman, because time is running out and there are a couple of other questions in this vote. In the supervision of private schools and the monitoring of the relationship with the ministry, with the supervision aspect, this is on request from the private school and on a fee basis, is that correct, or is it not?

**Hon. Mr. Wells:** Yes, this is on a fee basis. They ask us to do the inspection so that they can have that for degree-granting purposes.

**Mr. Van Horne:** Can you give us any indication of an increase in the number of requests that you're getting for such supervision or monitoring? Again the question comes because we see figures that tell us there are more and more of these private schools or private-school students. The implication coming from that, of course, would have to be that there are more teachers and more requests coming in.

**Hon. Mr. Wells:** Yes, well, most of this inspection that we're talking about here, in fact all of it, is at the secondary schools, so that they can get the two degrees. We've got 124 private schools last year offering programs—124 last year, 137 this year—which had requested inspection and therefore have pupils eligible for the secondary school graduation diploma and the secondary school honour graduation diploma.

**Mr. Van Horne:** Is it proper to call the fee that they would pay a source of revenue, and if so, how much is it and where does it show?

**Hon. Mr. Wells:** Fees charged to the private schools are: \$50 for up to 40 students; \$75 for 41 to 70 students; \$100 for 71 to 100 students; \$125 for 101 to 150 students; \$150 if you've got 151 to 200; and \$200 if you have more than 200 students, and that fee schedule has been in effect for a number of years.

**Mr. Van Horne:** Annually?

**Hon. Mr. Wells:** It's an annual fee schedule, yes.

**Mr. Van Horne:** That's just a schedule. That doesn't tell us the actual dollars realized. I'd have to assume again that it is on the increase with the number of schools.

**Hon. Mr. Wells:** It would go to the consolidated revenue fund of the province.

**Mr. Sweeney:** Mr. Minister, along the same line, from what you said a minute ago, I

would gather that this is mainly at the secondary school level.

**Hon. Mr. Wells:** They have to be inspected if we are to accept their recommendations for the diplomas. We inspect for certificate purposes at the elementary level, the teacher's certification.

**Mr. Sweeney:** It's possible, though, that there are a number of alternate or small independent schools mainly at the elementary level that would, in fact, not be inspected?

**Hon. Mr. Wells:** Oh yes, 183 not inspected, mainly at the elementary level.

**Mr. Sweeney:** Is there any data fed into your ministry whatsoever as to what's happening in those schools?

**Hon. Mr. Wells:** They give us a September report which gives the number of days they operate and the staffing, whether they teach French or English, and the qualifications of their staff.

**Mr. Sweeney:** So in other words there is a report that does come to you. Is that compulsory?

**Hon. Mr. Wells:** Yes.

**Mr. Sweeney:** Are the numbers of these schools growing fairly rapidly, or not at all, or moderately, or what?

**Hon. Mr. Wells:** There were 298 in 1973—these are elementary, secondary, the whole works all grouped together—in 1974, 316, in 1975 there were 300, and in 1976 there were 320.

**Mr. Sweeney:** There really hasn't been that much of a change over the years.

**Hon. Mr. Wells:** The pupil changes have been consistently going up, if you'd like that to compare; 1973 was 47,500, 1974 was 51,400, 1975 was 54,640, and 1976 was 58,679.

**Mr. Sweeney:** This is all in what you would call independent or alternate schools?

**Hon. Mr. Wells:** That's everything, yes.

**Mr. Sweeney:** Would it be fair to say from any other source that there's been a significant increase at the elementary level here? I've been given to understand it is, but I've never been able to confirm that.

**Hon. Mr. Wells:** The number of schools at the elementary level?

**Mr. Sweeney:** Students.

**Hon. Mr. Wells:** The elementary students have gone from 15,255 in 1973 to 16,732. There's been a much greater increase at the secondary level, from 18,933 to 25,588. The percentage of private school students as a



percentage of the total student population in the province is about 2.9 per cent. It hasn't varied that much, I guess, as you look at the percentage here. In 1963 it was 2.7 per cent of the total population. Of course, the student population was a lot smaller then. It's about 2.9 per cent of the population now.

[4:15]

**Mr. Van Horne:** One of the reasons for asking the questions, having looked as much as I could in here, is to wonder about whether the demands on the people in your regional offices are increasing to get out to these private schools. Are they finding it more than they can handle or not?

**Hon. Mr. Wells:** It's not an over-burdening problem. Each of the regional offices has a co-ordinator for the private schools and they timetable out the work involved in doing the various inspections. From time to time it's been suggested that the fee schedule change, but we've maintained that fee schedule, which is a fairly modest one for the inspections.

**Mr. Van Horne:** Agreed.

**Hon. Mr. Wells:** In fact that's remained since 1959.

**Mr. Van Horne:** You're almost benevolent. The other question—you don't want to pursue that one—concerns liaison and supervision with northern core schools. I'm not sure that I understand too much about that. Is that the same type of thing that is going on with the private schools?

**Hon. Mr. Wells:** No, northern core schools are public schools. These are small isolated schools in the north. Some are separate and some are public schools and we have these northern core teachers who join this northern core teaching course and who then spend the term in these schools. The supervision of that program is in this branch.

**Mr. Sweeney:** They get an extra allowance for that, don't they?

**Hon. Mr. Wells:** Yes.

**Mr. Sweeney:** Fifteen hundred dollars?

**Hon. Mr. Wells:** Eighteen hundred dollars.

**Mr. Sweeney:** They operate a trap line on the side.

**Mr. Van Horne:** The other observation, Mr. Chairman, in looking at the decrease of moneys estimated for this year compared with last, is that the ERAS project has been terminated. I'm just wondering what kind of feedback there was in the assessment of that program. The ministry must have done some form of assessment on it.

**Hon. Mr. Wells:** At the present time, there is a voluminous report on the various studies done by the educational resources allocation system study group and these are now in the hands of various school boards. Hopefully they can make use of those reports within their own system. The actual evaluation of ERAS and so forth has been moved to our research and evaluation branch. So the project was funded out of here and that's one of the amounts of money that has been reduced—

**Mr. Van Horne:** Reports have gone out to boards? The reason I asked is that there was considerable time and effort not only from the people who were seconded to do this job—I think most of them were seconded-type personnel—there was considerable involvement from some of the school boards across the province. Having sat in on that for a bit just before I switched from one board to another, I was quite interested in it, but I'm not sure of the actual use that's being made of this by school boards.

I am wondering if you follow up on that, to see whether this venture, which I thought was rather a unique venture, was paying any dividends. If it does, it tells me that maybe you should do the same thing in another area. If it doesn't, then obviously you change your planning or your procedure.

**Hon. Mr. Wells:** Perhaps we could ask that under our next vote, research and evaluation, I've got the people here; we'll see what follow-up procedures they are using at present.

**Mr. Van Horne:** Just as long as we don't lose sight of it.

**Mr. Chairman:** Any more questions on item 10? Carried.

Item 11, research and evaluation.

**Mr. Sweeney:** Mr. Chairman, I would like to come back to a point that we talked about away back, I think it was the minister's suggestion that we leave it until now. I would like to ask what studies or what research have you done in the area of the school dropout? You recall that we raised that point.

**Hon. Mr. Wells:** Yes. The research is our very extensive research report on school dropouts which you have had a copy of.

**Mr. Sweeney:** I understand you've refined your research to the point where you can even identify the socio-economic level of the dropouts, is that true?

**Hon. Mr. Wells:** Yes, this was a very in-depth project that was done over quite an extensive time, with about 39 school boards



—to try to identify the dropouts, who they were, why they dropped out, and various things connected with it, in order to provide some means of assistance for boards in planning programs or in taking steps to alleviate this problem.

**Mr. Sweeney:** Could you or one of your staff give us an overview of the significant findings?

**Hon. Mr. Wells:** I am trying to get you somebody who can talk about the whole thing in depth. We can talk about the general findings of it—

**Mr. Sweeney:** Quite obviously, certain major points have emerged as a result of the research, and hopefully something is going to be done about it.

**Hon. Mr. Wells:** I would like to have Mr. Fobert outline what is being done with the dropout study. I think that's the first thing. Is that what you want?

**Mr. Sweeney:** Yes, I am interested in the follow-up, as well as the findings.

**Mr. Fobert:** As you know, the ministry formed a task force on school dropouts, and a committee was formed of ministry personnel. They worked closely with Dr. Watson of OISE in studying the picture of the school year 1974-75, using that as a kind of mirror of what was happening during that school year, building into that study some of the statistics they could find from earlier years going back to the early 1960s.

They did discover that there was a slight increase in dropouts during the 1970s. It increased from approximately 10.1 to 12.4 during that school year. They discovered that there was also an increase in the re-entry rate, from about 2.5 to about 4.7, during that school year.

One of the major discoveries of the task force in a survey of school dropouts—8,047 dropouts were surveyed directly—was that the major motivation, it appears, for leaving school at that time was economic factors. It was not factors directly related to school programs, although, for example, 10 per cent of them said they left school because they hated school. But about 38 per cent said they left school because of economic factors.

As a result of that task force, there have been some followup activities. These included a memorandum to directors of education asking them to study carefully the report and to share its results in their jurisdictions—to try to bring to the attention of classroom teachers, school counsellors, principals, some of the concerns that were ex-

pressed by the dropouts and by the researchers in that report. That process is now going on, and it's being monitored, as it were, by personnel from our regional offices.

In addition, and certainly closely related to that, is work being done by a provincial school attendance counsellor, and the work that he is doing with school board employed attendance counsellors. Basically, Mr. Chairman, that is what is happening as a result of that study.

**Mr. Sweeney:** You mentioned that something like about 38 per cent said they dropped out for economic reasons and 10 per cent for school reasons. That still leaves almost 50 per cent for other reasons.

**Mr. Fobert:** There were a variety of other reasons, such as for marriage, pregnancy, dislike of teachers—they didn't dislike school, they disliked teachers, 19.2 per cent. And there was a whole variety of—

**Ms. Gigantes:** How do you make the distinction?

**Mr. Fobert:** The distinction was made in the nature of the survey presented to the dropouts and that is how they responded.

**Ms. Gigantes:** But in a sense that is clear alienation from the school system. You have to add those figures together surely. I mean, nobody leaves because they can't get along with one teacher.

**Hon. Mr. Wells:** If one would read the whole study, I think that there are comments on it. As slight as it may be, there is a slight difference. Personalities sometimes become over-exaggerated in some people's minds.

**Mr. Sweeney:** When you talk about leaving for economic reasons, one of the points I would like to get at—I think I referred to it in my preface—is do you have a breakdown of socio-economic groups? Are the people who left for economic reasons in every case those who come from low-income families? Is that a fair parallel? Or do you have that kind of breakdown?

**Mr. Fobert:** The research didn't probe into the socio-economic backgrounds of the students who dropped out. This is a survey given directly to the dropouts.

**Hon. Mr. Wells:** But it did indicate, and I am just reading from the highlights of the survey—have we not got a copy of the survey here?—it says in the highlights that "the survey indicated that a typical dropout comes from a family larger than the average in Ontario. The chances are that almost 50 per cent would have a sibling who would

have dropped out as well. The family speaks English at home and the parents are Canadian-born at the lower-status educational level, and part of the lower-income group." That is obviously the demographic information—

**Mr. Sweeney:** That's the so-called typical dropout, then.

**Hon. Mr. Wells:** That's capsulized here. It goes into much more detail in the report.

**Mr. Sweeney:** So it really reinforces what we have been saying for an awful long time about the inability of the school system to reach those particular kinds of kids.

**Mr. Grande:** It's the fundamental question. Now you are getting to it.

**Hon. Mr. Wells:** That's right, and that's precisely what the study is for—to highlight very clearly who is the dropout. There have been a lot of dropout studies before that indicated the dropout and in a superficial way why the people thought they dropped out. In other words, when they left school they were asked the reason. These dropouts in this particular study were personally followed and were surveyed with a questionnaire in an attempt to elicit much more detailed information on their ideas, their background and so forth to get at this root problem.

[4:30]

**Mr. Sweeney:** Where you can identify in any school board area that there is a significant number of students who come from that kind of a family background, do you have any intention to put in extra resources, financial or human or whatever kind, to try to alleviate this? Is that one of the outgrowths of this if you've now pretty positively identified the correlation between those two events?

**Hon. Mr. Wells:** The outgrowth of the survey now is that it is gone to the directors of education with the charge that they take it and use it as a study document within their systems. If a director's system was part of the one that was surveyed, then he would have some very factual information. If it wasn't, he would have this general information to relate it then to his particular system and take certain steps that could help to attack what is the dropout problem—in other words, to do those things in the school system that can perhaps assist and help those students not to drop out.

**Mr. Sweeney:** I can see in your normal or average school board, where you'd have a range of economic groups or a range of

families with or without serious problems, that a board would be able to internally reallocate its funds to put more where it needed more. It strikes me there must be some boards that have many more of these than others in certain parts of this province where the problem is much more severe. Agreed or not?

I'm thinking of some of our major urban centres. I'm thinking of certain places in eastern Ontario and certain places in northern Ontario, where a board just doesn't have the adjusting capability. Now that you know there's a correlation, is there any intention to follow it up and do something about it?

**Hon. Mr. Wells:** We're back to this basic problem again. We have helped to identify this problem and to present it to boards. There is a factor in our weighting factor that helps in this particular area.

**Mr. Grande:** That's in early education.

**Hon. Mr. Wells:** Yes. It's now up to the boards that deliver the education at the local level to take those steps that are necessary to effect some of the changes that have been highlighted in this study. It's not up to us. We don't operate the program in the school. We've given them the direction. We've told them to study this report and to make use of it in the programs in their school system. That is the leadership we have to give, leadership in doing the study, highlighting it and following it up; but the leadership now has got to be on the part of the local board to do that in its system. That's what we're now attempting to have done.

**Mr. Grande:** We give you facts and figures, you do it.

**Hon. Mr. Wells:** Yes. To do what you're suggesting we should do in most of these areas, we should do away with local boards and run it all as one educational system in this province.

**Mr. Grande:** Oh, for heaven's sakes.

**Hon. Mr. Wells:** Then we would be completely responsible and we could say this is what should be done in the classrooms. But we do have this system of education in this province where the local boards are the operating agencies that are operating the schools.

**Mr. Grande:** We're talking about equity; equity is the answer.

**Hon. Mr. Wells:** That's our job.

**Mr. Grande:** That's right.

**Hon. Mr. Wells:** We achieve equity through the grant system.

**Mr. Grande:** Obviously not successfully.

**Hon. Mr. Wells:** I don't buy your premise that because we don't have money designated for a dropout study, for multiculturalism and for early school-leaving—

**Mr. Grande:** You're getting to me again, are you?

**Hon. Mr. Wells:** —the boards can't operate those programs.

**Ms. Gigantes:** It's not that they can't; it's that they likely won't.

**Hon. Mr. Wells:** If they likely won't, then you have a much lower opinion of school trustees than I do.

**Ms. Gigantes:** We know what is happening.

**Hon. Mr. Wells:** No, we don't know what's happening. You're going to get me back to that position again. We deal so much in negatives in this committee, we forget all the good things that are happening.

**Ms. Gigantes:** We're talking about the possibility of positives.

**Hon. Mr. Wells:** Let's look at some of the positives. There are a heck of a lot of boards which are doing a lot of things, are concerned about dropouts and have instituted programs. There are a heck of a lot of boards that have fine early school-leaving committees and are following them up. Let's not leave the impression—

**Mr. Grande:** So let's not be concerned with the boards that aren't!

**Hon. Mr. Wells:** —let's not be overly negative.

**Mr. Sweeney:** Mr. Minister, I'd like to go back; I deliberately prefaced my question by saying that this would apply where you have a board that has the internal flexibility to do what you are recommending. I agree with you; I think they should make those internal decisions. But I'm also aware of the fact—and I believe you are as well—that there are some boards in this province that don't have the same kind of internal flexibility; because of their particular financial situation or their size, they just can't make those kinds of internal adaptations.

One of the things I guess I'm pushing for is that where that can be identified, where you can spot one or more boards in eastern Ontario or northern Ontario or maybe for some particular reason a large urban board that should get that extra kind of assistance, whether it be the human resources of your staff or financial resources for a different level of compensatory education, in the name of the equalizing of educational opportunity

have you or do you intend to do anything there?

I'm not saying you should go in and make the decision for the board. It's simply a recognition that there is a need which the board itself cannot meet because of its internal inability to be flexible.

**Hon. Mr. Wells:** I hope there are no boards that have got themselves to the position where they have no internal ability to be flexible.

**Mr. Sweeney:** I'm thinking, though, where this particular kind of need would be greater than it would be on the average; it would be much more difficult for them to compensate.

**Hon. Mr. Wells:** How are you going to meet this need? What kind of ways do you see of meeting this need?

**Mr. Sweeney:** Let's just pick at random a board in eastern Ontario which has a larger than average number of kids in this particular situation and whose financial situation is more precarious than the average board in this province. Surely, in the name of educational equality, your people would be able to spot that board and say: "Hey, we've got to pump a little bit more in there because their need is greater." You do it on the basis of assessment. If you spot a socio-economic need, would you not make the same kind of adaptation? Would you not think you should? Maybe that's a better question.

**Hon. Mr. Wells:** When you look at the reasons that the dropouts identify, the reasons have a lot to do with the program and the personnel in the school, which suggests to me that you don't start immediately looking at necessarily financial resources, but at the organization of the school and the attitudes in the school as well as whether there shouldn't be programs or whether there shouldn't be development by the staffs of the school a sensitivity towards these people whom they perhaps didn't recognize. Maybe that's part of it. Maybe another part of it is offering of the kind of programs that are offered in the schools.

For instance, to get down to some very basic things, one of the things we have to watch very carefully when we get into this whole business of mandatory courses is that we don't become so tied up in this business of everything being mandatory and everybody taking something. In that way itself we are forcing people out of school and forcing them to be a dropout by making them hate the programs they're taking.

That's why you have to tread this fine line of having a basic education but also having



courses of the variety that will suit all the students who are there. I think that's one of the thrusts that a lot of boards are taking. We don't need to give them more money to do that. They've got the resources; they have to be aware of that being one of the things that they have to do. In other words, they should develop different levels of courses and so forth so that they have a variety to provide for the needs of most of the different students who are there.

As for help from our staff in the regional offices, they're in and out of there to help the schools in this area in any way that they wish.

**Mr. Sweeney:** Quite obviously, what I'm arguing for is that there would be some boards which would need extra help. I don't hear you saying that you recognize that.

**Hon. Mr. Wells:** Again, if you mean extra money specifically earmarked above and beyond the money that we're giving them at the present time—

**Mr. Grande:** You don't recognize it.

**Hon. Mr. Wells:** I don't have any program to offer in that area above and beyond the compensatory education fund.

**Mr. Sweeney:** Maybe what I'm arguing for then is a refinement of even your compensatory education weighting factor.

**Hon. Mr. Wells:** It may be that that already is providing extra resources for some of those boards. But we haven't had that identified as a particular problem. We're setting up some kind of a problem and then saying, "Why don't you do something about it?"

Really, the situation at the moment is for the boards to take that dropout study and see what they're going to do with it. We haven't had it identified to us by boards saying, "Sorry, we can't do anything. We don't get any money for that." Eventually we are going to be at the point of saying, "Well, what do you spend your money on?" On every matter that has come up here today, everyone says you need more money in order to do a job in that area. My goodness, what do they spend the \$3.5 billion on now? The school boards account for \$3.5 billion of the education costs in this province.

**Ms. Gigantes:** You are dealing with a class problem, and the elected boards may not recognize that because they come from one class.

**Mr. Van Horne:** Mr. Chairman, again I would like to interrupt, if I might—

**Hon. Mr. Wells:** I don't buy that.

**Ms. Gigantes:** Have you run a study on the boards?

**Hon. Mr. Wells:** The elected trustees?

**Ms. Gigantes:** On the income groups of those people.

**Hon. Mr. Wells:** From one class?

**Ms. Gigantes:** Oh, sure.

**Hon. Mr. Wells:** There's a pretty good variety of people on the school boards.

**Ms. Gigantes:** Have you got a study on that?

**Hon. Mr. Wells:** I can do a study on that.

**Mr. Grande:** You would, would you?

**Mr. Chairman:** Mr. Van Horne. I think you've got to be fair here.

**Mr. Grande:** It is the first time you have said you would do something.

**Mr. Van Horne:** Mr. Chairman—

**Hon. Mr. Wells:** I told you how many teachers there are on the boards. I have done that.

**Ms. Gigantes:** Yes, they are not what you call low-income earners, most of them.

**Mr. Van Horne:** Mr. Chairman, surely the minister isn't deferring to our friends across the table here because he chooses to ignore us or is frightened of us.

**Hon. Mr. Wells:** Oh, no.

**Mr. Van Horne:** No, it never crossed your mind. We do have very little time left, and you did indicate we might follow up on the ERAS program. I would ask if you can do that for a moment or two, and then I would like to move on, with your indulgence, to another topic or two before we reach the closing time.

**Hon. Mr. Wells:** Mr. Chairman, as I said, the reports have been distributed to the boards and the regional offices are assisting them where necessary in the interpretation or any way they want. But, beyond that, we don't have any feedback on ERAS.

**Mr. Van Horne:** That really wasn't what I was after. You said it has been turned over to your research branch.

**Hon. Mr. Wells:** Yes, the research branch, which is now responsible for it, tells me that's what's happened to the report. It has been disseminated to the boards and the people in the regional offices are assisting the boards, if they wish, with information or explanations of it and providing any help in studying it. At this point we have nothing else back from the boards.

**Mr. Van Horne:** But you will have it back and then there will be some wrapup or summary of it?

**Hon. Mr. Wells:** I suppose, although again ERAS was a study to show how you could adapt some of these modern systems methods to education. A lot of us have doubts about the adaptation of some of these things, and we did a study of a number of pilot projects to show boards what could be done in this area.

I think it's up to the boards now to decide whether they find there's anything of use in there or not. It may be that they will find there isn't or that, having read the research and so on, it would not be useful for them. If they find something that's useful and helpful in those studies and pilot projects, fine, then they would go ahead and use it.

Our attempt in the ERAS project was to make available to them something on an Ontario-wide basis, which with our resources might be of help in the education system.

**Mr. Van Horne:** Could I ask another question in this area? It may well be that it's tied into the regional services, but note five reads: "Co-operative evaluation of school systems: These funds cover the ministry's share of . . . conducting a co-operative evaluation . . ." Is that at all related to anything in the regional services area, which is in the next vote?

**Hon. Mr. Wells:** The administration of these projects is the responsibility of the regional offices. If the board is in that area, they are responsible for the administration of them, working with our research and evaluation branch.

**Mr. Van Horne:** I have no further questions to ask on this vote, Mr. Chairman.

**Mr. Sweeney:** Are we still on research?

**Mr. Chairman:** Yes.

[4:45]

**Mr. Sweeney:** I have just one or two very brief questions on the Interface report. Putting it very simply, Mr. Minister, I can't recall ever reading a report that has so many qualifying phrases in it, almost from cover to cover. In other words, what I am trying to get at is that your fairly strong endorsement of this report, as in turn an endorsement of your ministry, rests on pretty shaky ground, if you use this report for it. We could spend a lot of time going over them. I have so many of the findings underlined that the book is more red than anything else. Almost every finding is qualified in one way or the other. How can you really place as much credence as you say you did on the findings of this report? I am ignoring the first chapter by the way, let's just forget about that.

**Hon. Mr. Wells:** I agree. The first chapter is public opinion.

**Mr. Sweeney:** I am not looking at that at all.

**Hon. Mr. Wells:** I think the other two reports give us some valuable research which shows pluses and minuses in the system. My comments on this were that there's as much to be pleased with in the report as there is to find fault with. That's exactly what I have said many times about the Interface report.

I think it is a good piece of research. It provides us with good background for our review committees to move forward now and make certain policy recommendations to us based on that report. I really have no hesitation in supporting and backing up what I say about the report.

**Mr. Sweeney:** I find that incredible, really.

**Hon. Mr. Wells:** I can justify what I say about the report in a more positive manner than you can justify saying that the report is a condemnation of the school system.

**Mr. Sweeney:** Oh I didn't say that. Just a minute, you are putting words in my mouth. All I am saying is the report itself and the conclusions it reaches, even the positive conclusions, are couched in language that makes it very difficult for me to see how you can place any credence in it. The people themselves who did the study, in almost every case qualified their summations and qualified their findings, saying they didn't have enough time or this particular test wasn't really good.

That's what I started out to say. I am saying I haven't read any research report that has as many qualifying statements as this one does. I would be really hesitant—

**Hon. Mr. Wells:** I have refrained from talking about that research report on class size done in Toronto here, which everyone requested a copy of. I notice no one has talked about it.

**Ms. Gigantes:** I am dying to, once the Liberals are finished.

**Mr. Sweeney:** Can I ask another question?

**Hon. Mr. Wells:** All I am saying is that the research reports that are done, usually all—certainly as far as I am concerned from the ones that I have read—all manage to use that kind of language. When I sort through it all, I find some very positive things in it. I find some good directions for the future and some things that need to be corrected.

I think there are a lot of other pretty eminent people in education who have drawn the same conclusions from it, if you



have read the speeches of the president of the Ontario Secondary School Teachers' Federation, for example, and his statements on it.

**Mr. Sweeney:** I have a statement from the chairman of the university teachers, and it is far from flattering. I am sure you probably have it as well.

**Hon. Mr. Wells:** Have you read the statement from Al Murray?

**Mr. Sweeney:** Yes, and I found several areas in which I would disagree with him as well.

Let me come at it from another way. I understand this has now gone out to various groups across the province and they are supposed to be reporting back. Where is that at the present time and what are you hoping to get out of that?

**Hon. Mr. Wells:** What we are hoping to get out of it is we are hoping to have some areas for policy determination. In other words, based on the research in the Interface area, we are hoping to have some suggestions put forward to ourselves and the Ministry of Colleges and Universities on certain areas that are highlighted in that report, because there are a number of areas that could be isolated.

**Mr. Sweeney:** If there's one very strong—let me choose my word correctly—condemnation in this report, it's of the almost total lack of liaison between the secondary and post-secondary teachers institutions. Would you concur with that—

**Hon. Mr. Wells:** Yes.

**Mr. Sweeney:** —if you had to pick the strongest?

**Hon. Mr. Wells:** I think it has highlighted that as a problem, yes.

**Mr. Sweeney:** A very serious problem.

**Hon. Mr. Wells:** It's a problem. I recognize it as a problem. I think that it is not only between the secondary and post-secondary teachers groups but between the administration groups of both systems. I think that is fairly obvious to all of us who have worked in education; the liaison between the elementary-secondary school system and the universities could be a lot better than it is.

**Mr. Sweeney:** Okay. Given that it is recognized as a serious problem—and I understand that one of the big reasons for doing the whole thing in the first place was to take a look at that very bridging—

**Hon. Mr. Wells:** Right.

**Mr. Sweeney:** —why is it that the two groups studying this thing are working in almost total isolation from one another, if not total isolation? I understand that the post-secondary people are doing their review, the secondary people are doing their review and literally never the twain shall meet.

**Hon. Mr. Wells:** Oh well, they—

**Mr. Sweeney:** Eventually they will get together, I understand that, but—

**Hon. Mr. Wells:** I think because of the long-standing historic problem and the fact that the different groups really are presenting things in different areas that in the beginning each is looking at its own area separately. But they are going to get together, because I've told them I don't want to see any recommendations from our review group until they have had meetings with the council of universities and the community college board of regents; I want them to have their interplay and interface before they come to us with recommendations.

**Mr. Sweeney:** But surely your group—let's just deal with your group—must be having considerable difficulty in dealing with this in isolation from the other half of the whole issue. Again, I find that very difficult to understand. I mean the fundamental issue involved here is—

**Hon. Mr. Wells:** They haven't had any problem. I mean basically, because I suppose a lot of their time has been taken with the other issues rather than that fundamental issue, that will be the one that will be dealt with by the two groups when they come together themselves, rather than the kind of briefs that are presented.

But I think because of the fact you've got on the review committee people from both those areas, the interplay of the review committees will get at that problem and bring forward some recommendations—perhaps even more so than the briefs presented. You've got on our committee representatives of the trustees and teachers' federations and the school supervisory officers at the secondary level, and you've got on the other committees university people and community college people. So when they get together they should be able to bring forward recommendations in that area. They have already had one joint meeting.

**Mr. Sweeney:** If there is another single strong point made in this thing it's—I can't remember the exact words that are used—the point that neither panel seems to be able to demonstrate any evidence of good long-range planning and that many of the diffi-



culties that are encountered here flow from that. Would you comment?

**Hon. Mr. Wells:** I haven't been at any meeting in the last 15 years where people haven't said what you need is long-range planning. And when you have long-range planning they then say you've got the wrong kind of planning. So I don't know. It's a good fundamental platitude—

**Mr. Sweeney:** It's a fundamental issue raised here though.

**Hon. Mr. Wells:** —to use in writing any report. In saying that I'm not saying jestingly that long-range planning isn't a good thing, but it's a platitude that is used in every report writer's jargon.

**Mr. Sweeney:** But would you not agree though, Mr. Minister, that if that doesn't exist or some semblance of it doesn't exist and you are going almost on a year by year basis—and I'm talking about the other panel as well—that it's not surprising we run into these kinds of difficulties. Could you really expect anything else?

I mean the dovetailing of these two operations is not likely to happen by chance. It will happen only with some semblance of sitting down and really asking: Where are we going? What are we trying to do? What are you going to do? What are we going to do?

**Hon. Mr. Wells:** That's the process we are at now. Don't forget, though, that the secondary school doesn't exist for the pure and sole purpose of providing people for the universities—

**Mr. Sweeney:** I agree.

**Hon. Mr. Wells:** —or the community college. We have to have that interface but we have to also remember the long-range goals of each of the institutions.

**Mr. Sweeney:** But the painful part of this thing is, Mr. Minister, that the—

Interjections.

**Mr. Chairman:** I would just remind members they have five minutes left on these estimates.

**Mr. Sweeney:** Okay. There must be another issue. We'll come back on that another time.

**Mr. Chairman:** Shall item 11 carry?

Some hon. members: No.

**Mr. Grande:** We have five minutes. We'll use six; it's possible.

**Mr. Chairman:** Well after all, you used most of your time, I would think.

**Mr. Cooke:** We might be the third party but we are the real opposition, that's why.

**Mr. Sweeney:** Not in education you are not—

**Ms. Gigantes:** The minister has expressed an interest in—

**Mr. Sweeney:** —you are way out there.

**Mr. Van Horne:** We did agree we would try to divide the time evenly and I think we have been most indulgent here.

**Ms. Gigantes:** Does that mean we can't get to speak on this vote?

**Mr. Grande:** You said you had nothing else to say.

**Mr. Van Horne:** I thought the chairman called the vote.

**Mr. Chairman:** That's right. But you people do not want to carry it.

**Mr. Cooke:** We said we had a question as soon as the Liberals were completed.

**Mr. Chairman:** That's all right. But I asked for the vote call and I said carried, and they said no.

**Mr. Cooke:** Well out of courtesy you should have asked—

**Mr. Chairman:** Well all right; you have three minutes now to finish the whole thing.

**Ms. Gigantes:** I'd be interested in hearing the minister's comments on the study to which he refers—the study of the effects of class size. What conclusions do you draw from it, Mr. Minister. Do you consider it a vital piece of information to your ministry?

**Hon. Mr. Wells:** I haven't read it yet. I got this report just a few days ago before we started our estimates and I haven't had a chance to do more than skim it. But I'll certainly look at it.

**Ms. Gigantes:** Is this the major piece of information available to the ministry now on class size?

**Hon. Mr. Wells:** It's part of our research and it's—

**Ms. Gigantes:** Do you have other pieces of research on this question that are—

**Hon. Mr. Wells:** Yes. There is a document done by Doris Ryan, mainly research on the literature and studies available on class size.

**Ms. Gigantes:** Yes, I've seen that myself.

I hope then, if I can make a brief comment, that the ministry, first of all will follow the recommendations of the writers of the report that the recommendations of the report cannot be applied to a lot of other, non-studied situations—that it is a very limited kind of study. It is essentially neutral to negative on the question of class size and if I had the time I would cheerfully read

out sections of the report which I think are self-contradictory in essence.

I hope the minister, if he has some research money floating around, and if he considers the question of class size to be at all of important significance and that changes in the class size are a necessary innovation at the primary grade level over the next few years, for all the reasons that we've discussed before—perhaps he will make sure that the study that is done applies to the primary grades and that it is not done in a manner that ends up with such self-contradictory kinds of results.

Do you have any plans for doing more research in this area; at the primary grade level in particular?

**Hon. Mr. Wells:** First, I am not sure. Have we any research studies in this area?

**Ms. Gigantes:** Do you know of any going on?

**Hon. Mr. Wells:** This is ourselves, there may be others doing research studies. Remember, this research study was asked for by the Toronto Teachers' Federation.

**Ms. Gigantes:** Well I'm interested in Ontario-based research.

**Hon. Mr. Wells:** They asked us if we would fund it and we funded it under our research projects.

No, there is nothing else going on immediately.

**Ms. Gigantes:** Could I suggest very strongly that the ministry do that kind of study very quickly?

**Hon. Mr. Wells:** Study on class size?

**Ms. Gigantes:** Yes, at the primary level.

**Hon. Mr. Wells:** You might find the same kind of contradictory results.

**Ms. Gigantes:** Not, I think, if you set out the terms of reference of the study in a way that would be likely to produce a useful commonsense result.

**Hon. Mr. Wells:** Are you saying that the terms of reference of this study weren't set out clearly?

**Ms. Gigantes:** Well, they certainly don't seem to me to be—I'm not going to say that—

**Hon. Mr. Wells:** I'm just saying it's interesting. I mean, research is great if it tells you what you want to know and if it doesn't tell you what you want to know, the terms of reference are wrong.

**Ms. Gigantes:** No, Mr. Minister, that is not what I am saying. If you would care just to read the conclusions to this report I think you would agree with me—

**Hon. Mr. Wells:** Oh, I agree. I just skimmed over the report.

**Ms. Gigantes:** —that there are self-contradictions in this study.

[5:00]

**Hon. Mr. Wells:** It doesn't come out and say what we need is smaller class sizes in unequivocal terms. So therefore for some people it is not a very good report. I have seen the oft-quoted report from Columbia University which is used time and time again for bargaining for lower size classes. Usually it isn't the report but one sentence taken out.

**Ms. Gigantes:** It should be a matter of concern to your ministry.

**Hon. Mr. Wells:** It is, and we certainly agree.

**Mr. Chairman:** We have spent 22 hours in total. This item is not carried and neither is 12. Then there is vote 3003. The time taken up is eight hours and 28 minutes for the NDP; seven hours and 53 minutes for the minister and PC, we'll call it; and for the Liberals five hours and 39 minutes. You people have taken almost three hours more than the official opposition. Are you satisfied to stay here and complete them? I don't care. It is up to you, but your 22 hours are finished.

**Ms. Gigantes:** Mr. Chairman, can I suggest we pass the remainder of the votes by simple motion?

**Hon. Mr. Wells:** Could I suggest, Mr. Chairman, as a follow up, that we will structure or make arrangements in the fall when we come back to have the Teachers Superannuation Commission here, because I really want you to have an opportunity to discuss with them the whole superannuation matter. I think it is just as well you discuss it with the commission. I'll be here also and that can be done.

**Ms. Gigantes:** I was going to ask about that. Thank you.

**Hon. Mr. Wells:** We will arrange that. The only problem that will arise, which you will recognize, Mr. Chairman, is that you have quite a list of estimates to do in this field. You will have to work some scheduling in so that you will have some time. You have a certain number of hours.

**Ms. Gigantes:** I think we could make a reasonable arrangement for it.

**Mr. Chairman:** I corresponded with them a year ago. They are free, as long as we let them know in time—a week or 10 days—to

come at our discretion. I think that can be arranged and it should be.

Votes 3002 and 3003 agreed to.

**Mr. Van Horne:** Mr. Chairman, before we adjourn I would like to take this opportunity to say thank you for the opportunity. The staff has been helpful. When we asked for information we have received it. I have enjoyed the experience, as a newcomer; it has been enlightening. In deference to the comment made about the number of hours, I would suggest the official opposition chooses to offer quality instead of wind.

**Ms. Gigantes:** The official opposition, he says. Exactly.

**Hon. Mr. Wells:** I just want to thank all the members of the committee for their com-

ments. We have had some perhaps heated moments and some moments where we have had some very enlightened discussion. I think the general discussion on our estimates has been very good. I want to tell you I will review the Hansard of it very carefully and study all the comments. I am sure out of them we will have some good directions that will help us enact plans in the next year.

**Mr. Grande:** May I have, perhaps not the final word, because maybe the final word belongs to the minister, I don't know. Let me assure the Liberal Party I am tremendously grateful for the time they have decided to allocate to the New Democratic Party.

The committee adjourned at 5.05 p.m.

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 Wells, Hon. T. L.; Minister of Education (Scarborough North PC)

### Ministry of Education official taking part:

Fobert, R. C., Executive Assistant to the Deputy Minister













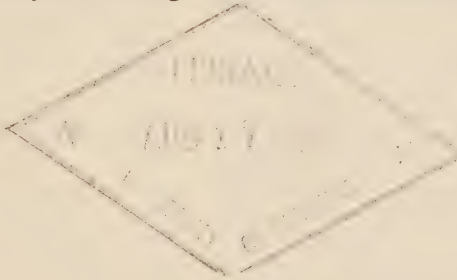
No. S-12

# Legislature of Ontario Debates

Official Report (Hansard)  
Daily Edition

## **Social Development Committee**

Estimates, Ministry of Colleges and Universities



## **First Session, 31st Parliament**

Monday, July 11, 1977

Afternoon Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, Q.C.

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# LEGISLATURE OF ONTARIO

MONDAY, JULY 11, 1977

The committee met at 3:34 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

**Mr. Chairman:** We have a sufficient number here now for a quorum. I understand the member for Windsor-Sandwich (Mr. Bounsall) is the NDP critic. He was given to understand Friday that these estimates would not be on today. Therefore, in fairness to him, on vote 2701 I will allow the committee to ask questions on any item they want from one to seven in order to leave it open. I understand he will be here in about an hour or so and he will have an opportunity to revert to anything he wants to find out. Does the minister have any statement to make?

**Hon. Mr. Parrott:** It is certainly very brief. I have no formal statement. I just want to say I welcome this time of estimates. I think it is good we are in committee this year so that we can have a chance perhaps to have a little more of an informal discussion rather than the formal method of last year in the House. However, that is entirely up to how you people on the committee want to run it. I preferred not to have a statement. I hope we can get to policy issues in answers to questions. I thought if I used any of that time I would be taking it away from the members of the committee. I just hope none of the committee or yourself, Mr. Chairman, think I was not giving due importance to this by that attitude. I do think it will give us more opportunity to enter into dialogue and respond to questions. That is about as brief a statement as you can get and that is it.

**Mr. Sweeney:** The initial comments I am going to make to a certain extent do not bear directly or at least not completely directly on this ministry. But they do bear on what I think is perhaps the critical issue we are facing right at this particular moment in our society here in Ontario—that is, the whole position of young people, their futures, their careers and the planning for those and where they see themselves in our society. I want to tie in with that, what I think the role of the ministry is. Thirdly, I want to

bring out the fact that I think some of the decisions made, not just by your ministry, but also by the government, one impinging upon the other, have been at least partially responsible for some of the problems we are facing today. It is in that nature I am going to make some introductory comments. I make that pre-introductory comment because it may not be evident.

One of the most critical problems facing us in Ontario today is the shortage of opportunities for our young adults. For many, at least 14 per cent, there are no jobs at all, while many others are tragically underemployed. Both these situations have produced a generation of young Ontarians who are bitter and resentful because they were led to expect better. Perhaps their expectations are unreal, given the current world economic situation. But I believe that we in this province could have blunted it with better long-range planning and more realistic assessments.

That statement is the key to the point I am trying to make. The problems we are facing today do have world-wide ramifications and are influenced by world-wide decisions, but here in this province the government that you represent, the ministry that you head, could have blunted them with better long-range planning and more realistic assessments.

Even more important is the prediction that the current situation will continue into the 1990s if we remain on our current course. In other words, we ain't seen nothin' yet. Worse is ahead if we don't make some changes right now. I would suggest strongly to you that our society cannot and will not stand such a social shock. In other parts of the world, similar situations have already produced riots in the streets and even the toppling of governments. I predict that the same could occur here within the next decade, if we don't begin now to alleviate the pressures that are building up. It is in that context I make these remarks as well. In other words, I think that we still have an opportunity to make some changes.

In my opinion, all of this falls squarely in your lap because the education and training of young adults and the continuing edu-



cation and retraining of our older adults is your responsibility in this province. Many of the social and economic difficulties we face lie beyond your immediate jurisdiction, but they were fuelled by the decisions of the last decade taken by this government of which you are a part.

The social, economic and educational decisions of this government have, to a large degree, added to our present problems, even given the national and international events which were beyond their control. I'm trying to suggest, Mr. Minister, that many of the decisions were, in fact, beyond your control. I'm not suggesting the whole problem lies at your doorstep or your government's, but that past decisions and what I would suggest is the lack of present long-range planning, have contributed to it.

Certainly, in 1970 and 1971, when this present government took office, these coming problems were already apparent, but in my estimation little was done to alleviate them. The kind of imaginative, long-range planning needed both then and now was and is just not in evidence, at least, not to me. That, surely, is the key to the whole issue—the serious, almost criminal lack of serious long-range planning of our needs in recognition of the direction in which our society was and is so clearly moving.

If this government, including your ministry, does not recognize its past neglect in this area and move immediately to formulate clear, well-reasoned, long-range plans then we're truly headed for social disaster. The ad hoc, year-by-year approach to government planning that was possible in the booming 1950s and 1960s is not sufficient for the 1970s and 1980s.

This government looked good in the handling of the province's affairs in the period of unprecedented growth of the 1950s and 1960s. Your government obviously knew how to handle a rapidly growing economy. Education, jobs and opportunities were plentiful and used with abandon. It was difficult even to make wrong decisions in such a booming era, but you failed in one critical arena. You failed to plan and prepare for a period of reduced expansion and nowhere is this more evident than in the matter of post-secondary and adult education.

Surely it was evident even by 1970, as it is evident in 1977, that we can't sell our economic base to foreign control and still provide opportunities for highly educated Ontarians at home. Surely it was evident that rapidly decreasing population growth

would require fewer nurses, fewer teachers and fewer lawyers.

Surely it could be seen that the really serious research needed to cope with our social and economic problems was not being carried out. I'm not suggesting that none was being carried out; I'm suggesting that the kind that I believe should have been, wasn't.

I'll tell you, Mr. Minister, that we're going to pay dearly for that neglect in the next five years. Many of our young adults are already paying for it and more are destined to do so. But as tragic as that is, even more tragic is the outright refusal of your government to admit its mistakes, because until it does admit them, I have little hope that it will take serious steps to turn this situation around. I would point out, Mr. Minister, at this time, that there are several ministries of your government which take that stance.

The German and Japanese peoples, for example, have shown us that it is possible to control one's own destiny and to provide growing opportunities for young people. Their long-range educational planning fits their changing needs. Their young people are being prepared for the real world and their society and their economy are reaping the benefits.

I make these introductory comments to demonstrate that what we are dealing with in this ministry is not just post-secondary schooling for our students. Decisions taken by the minister and the various institutions under his jurisdiction affect the future welfare of much of our society. It is, therefore, incumbent upon us seriously to ask such questions as: What is the purpose of post-secondary education in Ontario today? What roles should universities and colleges play in it? Who should be attending and for what purpose?

[3:45]

I don't think these questions are seriously being addressed. I do not believe that we can continue to suggest to our young adults that a university or college education is a passport to a good life. I've noticed that you have made that same observation, Mr. Minister. However, the young people I talk to don't seem to have heard it, so obviously it hasn't been made strongly enough.

I believe a concentrated research effort must be made to identify the areas of need in our society and the areas of surplus human resources for the next decade at least and for each decade thereafter. In other words, we clearly have to say to the

people of this province what we understand to be the areas of need, what we understand to be the areas of human resources which are already surplus.

This information should be clearly transmitted to secondary school students and other young adults contemplating a post-secondary education. In those areas where there is little need—for example, nursing and teaching—students should be discouraged, both for their own good and in justice to those who have already been trained in these areas. Such discouragement can take many forms. It could be academic or financial barriers. That's a part of the study.

We must repatriate those areas of high technology where our graduates could make a contribution. For too long, we've let the whole area of technological research leave this country, so that when our highly qualified graduates do come on the market there's nothing for them to do. Too little original research and development takes place in this province when compared with other developed and technologically advanced jurisdictions, particularly the United States, Japan, Germany and Sweden. They don't allow that to happen. I fully appreciate that this will need the co-operation of the federal government. I don't misunderstand that Mr. Minister; I know you can't do it alone, but let us make a beginning here.

I believe that we must challenge our universities and provide incentives to do much of this original research. Given many of the best minds in both faculty and students, given that it is in their own best interests, I believe that they would welcome the challenge.

Let's face the fact that there is no institution in our society—there's no corporation, there's no government, there's no business—that has collected in one spot, like we have in universities and colleges in this province, the kinds of minds, the creativeness, the imagination, the ingenuity that our colleges and universities have. It's already there. Why don't we take advantage of it?

For example, in such areas as energy, we know that's a major problem in this country. To what extent are we directing the faculties of, let's say, physics, the faculties of natural resources, the faculties of sociology even, to looking at that whole problem and the impact? I'm not talking just of the staff. I'm also talking of the students.

Take the whole problem of inflation. What faculty of economics for example, in this province, or what faculties, are seriously looking at this and trying to come up with some responses? I'm not saying they'll all

have the right answers, but at least give them the chance. The whole area of labour relations, which we know is a serious problem; youth unemployment; small business versus big business in this province and in this country; the role of the multinationals versus the smaller businesses. Which of our colleges and universities are seriously looking at these questions? And there is the whole question of Canadian unity, which is uppermost in many of our minds. These could become the focal point of study by both faculty and students. Close co-operation with business, government and labour should bring results.

This then is our first task, Mr. Minister: to identify for our day and our age the purpose of post-secondary education and the institutions that serve it; to talk straight with students about career alternatives; to bring faculty and students face to face with real social, economic and political problems. I would suggest that flowing from these issues and concerns, we can then deal with many others. And as we go through the various votes, Mr. Minister, I want to bring up such things as funding, faculty, students, et cetera.

Mr. Bounsall. Mr. Chairman, I open by saying it's rather a surprise to find myself at these estimates today; they were not recorded, even on the order paper and the agreement last week was that they would start next fall.

Hon. Mr. Parrott: Well, that decision was reached by a lot of people. It was on again, off again, even during the question period today. We checked with your whip and he said let's go. Since they're not here to defend themselves, it'll be easier for me to say that I think all three whips and all three House leaders were as uncertain as you and Mr. Sweeney and myself. Because I had no prior knowledge of this until about 11:30 this morning when the red flag went up over the sixth floor. It wasn't initiated by myself; I thought it was an agreed position by all. With your permission, Mr. Chairman—if the critic wished to have some more time—I think we could have his opening statement tonight. It would be fine by me, if he did need that time.

Mr. Bounsall: With only 10 hours total for the estimates, I think it might be more suitable to give my general remarks as I have them in completely unprepared form, and go into the general votes. But I would appreciate it if you would resist a little more strongly, because all of us need ample notice, especially the university and college



student community who are interested in the estimates and would, in fact, attend various portions of them if they knew they are on.

**Hon. Mr. Parrott:** I think we should all speak to our House leaders or our whips on this.

**Mr. Chairman:** I was made aware of it at noon today. I wasn't aware of it before that.

**Mr. Bounsall:** Okay. Let me cover three points in some detail, turning first to the university situation. What primarily concerns me is faculty hiring for the next decade. With very little expansion of the universities and their projected expansions to begin as far away as the 1990s, at which time there may well be an expansion of student population, what concerns me is that we're going to have a repetition of the 1960s. We shall go for a decade with virtually no faculty openings; very few retirements at the normal age of retirement. We're going to have very few graduate students going to graduate studies because of the lack of openings at university. Then, when the hiring starts to take place in the early 1990s, we shall find that there are few trained Canadian graduate students able to fulfil those posts; and we shall have to hire virtually all of a faculty from abroad. That is of real concern to me.

We have to reach a situation where, throughout this next decade, we have openings occurring at our universities at the same rate they were opening in the 1960s and early 1970s, so that a young faculty is continuously adding to the system, even if the system cannot withstand any total increase in faculty. The only way I can see how that can be achieved is through an early retirement incentive program, Mr. Minister, which your ministry is going to have to take the lead in, to get discussions going and seeing that it's implemented.

As you know, there's quite a range of salary difference between the senior faculty members at our universities and those starting their university faculty careers. The dollar difference may be in the vicinity of \$14,000 to \$17,000 and if careful planning is made over this next decade you'll be able to come up with some money, made possible when those higher salaried people leave the universities to be replaced by lower salaried people. And pensions would not eat up the entire difference. You would have to adjust that pension from year to year, depending upon how many faculty members took advantage of that. But we're going to have to enter into a program like that, so that there are openings for young, vigorous faculty

members, for Canadians coming out of our graduate schools in steady numbers throughout this decade.

Not only because of the hirings which must take place in the 1990s but because the very health of our universities is at stake. We will go through virtually a decade with no new faculty members arriving on our university campuses.

I have been a faculty member at a university since the early 1960s, with times off for other kinds of work, and there has been a strong tendency among the faculty members to get together to organize a unified pension plan. I think this is a necessity for a scheme like the one I am proposing. There is a very strong feeling about this. Faculty members are even saying that they're willing to take a government plan—quite a concession—in order to get a unified pension plan across the universities in the province of Ontario.

The minister can't sit back and say that each of the universities is autonomous and that as they come to that decision about an early retirement incentive program, as two or three of them finally group together, that's the way it's got to be. I don't think you can take a hands-off policy in this regard. I think you could be very useful in implementing those discussions, by saying that an early faculty retirement incentive scheme would help bring graduate students into the system and that basic to that is going to have to be a uniform pension scheme for all faculty members across our universities in Ontario.

I see that as a necessity, really, Mr. Minister. You may not be able to get it. But I see this as an area in which you can take some leadership and say to the faculties that this is what they should be doing. You'll be welcomed by most of them, and they will give a hand to your analysis staff, suggesting how their present pension plans can be converted into one plan—be it a private one which is tendered throughout Ontario or a government plan. I would urge you to do that primarily with the view to achieving a steady supply of new incoming faculty over the next 10 years.

[4:00]

Secondly, let me say a word or two about the colleges, particularly about one aspect of the colleges. Here again you have a responsibility for taking a lead in seeing that the colleges meet what I think is their main objective, that is, going out into the communities in which they are situated and seeing that the educational needs of that



community are met. I think you and I are in agreement on this, that there are very few colleges that are in fact achieving that goal for the colleges and doing anything really meaningful in meeting that goal, in the various communities in which they are situated.

Certainly there are some ongoing courses of training now at our colleges, and those can be expected to continue. But the individual college campus, president and administrative officers are not searching out the educational needs in the community, and are certainly not living up to the hopes which we had for the colleges, nor achieving one of their main goals. Here again you can take a real lead in seeing that that attitude becomes widespread amongst our colleges and that they get on with that particular job.

Secondly, about the colleges, the minister has appointed a committee to look at the particular programs of apprenticeship in the province of Ontario. We went over this in the estimates a year ago, a few days after which the committee was appointed. I would like, not at this time perhaps but in reply to the openings, an indication as to just how many decisions that committee has made in the past eight or nine months since it was formed, how many new apprenticeship programs they have recommended and whether those programs will be certified.

What is woefully lacking in the province of Ontario is a steady supply of skilled tradesmen with journeymen's papers. We still have in most areas to import those people into Canada and into Ontario. There is a very great need for graduates of apprenticeship programs with journeymen papers resulting. The minister simply has to get extremely serious about seeing that that very real manpower need is met.

Thirdly of course, another area of major concern under the student affairs situation is the whole fee situation and accessibility. With the OLANG report you had an independent committee make some sort of real attempt to revise our grant loan structure in Ontario. I would say that the basis of that report was not too bad. They revised it from a loan grant scheme to a grant loan scheme.

I know the minister probably will have difficulties with the Treasurer in the funding of that program, particularly as that committee did not even have an estimation as to how much its particular scheme would cost. I assume the ministry officials have done that and can tell us in these estimates just what additional cost, if any, to the

Treasury of Ontario there will be from that particular scheme.

I would like to make a couple of points about that particular scheme. In talking to various members on the committee, they said they simply drew their line with the slope which they chose. They weren't particularly tied to that particular slope. The government and the minister can choose the slope which they want and the starting point. I find their starting point to be far too low.

One concept, that of not taking into account the eligibility of another student at a college or university, is rather unfortunate. In other words, the calculations show, for example, someone whose full pay is \$15,000 a year is required to be able to supply per student in college and university, in either place, \$2,400 a year. So their starting point—not necessarily their slope; I think we could live with the slope which they propose—but their starting point for the whole program was far too low. I don't see how someone who is making \$15,000 a year in this day and age can possibly support even one student to the tune of \$2,400 a year, which is assumed under that OLANG report, let alone two—again it is assumed that it will be \$2,400 apiece.

It is basically a good program. It has the wrong starting point in terms of support, but it is the type of program which we should be looking at and I hope the minister is looking at some program like that. There are some deficiencies in it, of course. It encourages dependence. One of the only ways that one can become independent, now that the age limit is being taken off—you are forever dependent upon your parents otherwise—is to have been three full years in the work force. You better not have become unemployed or taken an elongated vacation of a couple of months in that. That is another bit of a weakness.

The only other way one becomes independent is to get married. It is a scheme which by and large I think would promote some kind of marriage on university campuses in order to achieve the independence—much more so than the present scheme which we have, and in that sense is a major weakness in it.

With respect to the fees, Mr. Minister, if you have an OLANG scheme, or a scheme like the OLANG—a much more improved scheme than the student award scheme—what we can have is any sort of fee built into that scheme. You can have a vastly increased fee over what you have now. The fee can be whatever you want, because you are compensating that by whatever grant

loan you get at the other end. If that is the situation then I would propose that one simply have no fees. Then you are not taking money out of one pocket and putting it in the other pocket. An OLANG-type scheme can have a fee triple what you have now and you would just have a greater grant and a somewhat larger loan coming out the other end, or you can let it go to zero. That is what is nice about the OLANG scheme—a scheme like the OLANG one can have a zero fee. I would think this is the only way we are really going to achieve the accessibility that we are hoping for in this province.

The educated part of our society is used to filling out income tax returns already. It is their children who are going to university. If it becomes widely known among the whole community that there really is no fee, and based upon need there may well be a grant and loan that one qualifies for, this encourages a daughter or son in grade 10 or 11 who thinks about the possibility of going to university and has it solidly entrenched in his or her mind that there is no fee for that, it is a possibility which isn't immediately cast aside.

Unfortunately there are just too many families knowing that there is a fee and not really knowing the details of these student grant loan programs, whenever one is in vogue at a particular time. All they know is there is a fee and the immediate reaction is, "I can't help you; it is too costly." In that regard we are seriously limiting accessibility, and seriously discouraging many of our interested students across Ontario at the early high school age from any consideration of attending an institution of higher learning, a university particularly, irrespective of what their abilities are because of the financial considerations.

In that regard the \$100 increase in the fees without any change in the student award program, particularly in a year in which there is very widespread student unemployment, is simply unacceptable, and should never have been instituted. I don't know how I can say this more strongly.

I can possibly say it more strongly in terms of the foreign student fee increase. I think it's a real travesty upon our whole university system to have our foreign student fees tripled the way they have been. The deputy minister has heard me make these remarks before over the years. In our university communities it is a real advantage to have a mix of students from other countries. This has been traditional at universities all across the world. Without that mix, you are losing something from your

entire university community—the whole community, not just the student body—but I would say it's bad, particularly for the student body not to have that mix of foreign students.

It is really ironical to me. We can argue simple justice, or that no discrimination should be occurring. One could argue those at great length. But what seems to bring a response from persons in government bureaucracies is the money matter, so let me approach that. I feel strongly that over the years we have had a tremendous international imbalance of payments in the education of graduate students.

It wasn't until a very short time ago—some 25 to 30 years ago in the science and engineering field—that our Ontario universities became somewhat self-sufficient in terms of graduate training. Not until many years later, until the 1960s, did we in Ontario have the capacity in our universities to train graduate students to the master and PhD level in many of the other fields. Those students in our Ontario system in those other fields have gone elsewhere over the years—to the United States, many of them to England, many of them to continental Europe—to obtain their graduate degrees, in many cases at no fee sacrifice to themselves. They have then come back and plied their trade here in Ontario.

When we reach self-sufficiency in being able to train graduate students, for example, what do we do? We virtually shut the door upon foreign students by tripling the fees. That to me is utterly reprehensible, that we should at this particular time do that—at a time when we have the skills among our faculties to train those graduate students.

We want a fair mix of foreign students, yet we have essentially eliminated many of our foreign students from our universities by those tremendously high fee rates. And we have completely ignored the historical perspective of where our PhD students and many of our master students received their training in the past at virtually no fee difference. As I say, when we reach self-sufficiency in being able to do that training, we do what the ministry has done. It's completely reprehensible, Mr. Minister, and should be reversed. We in this party would see that that particular discriminatory fee was reversed.

**Hon. Mr. Parrott:** I have a fair number of notes here. I don't know how much I should take up your time in dealing with the specific items now rather than going down to the items as they appear under the various votes.



I would have to say to Mr. Sweeney that there are two things I think we must consider. One is the significant difference between CAATs and universities. I don't think that in your discussion you gave that the amount of importance that I would like to see. I am sure you would agree that our relationship with the CAAT system versus the university system is significantly different, and that the employment opportunities of the CAATs, has remained extremely high. I think we are still at the level of 85 per cent where graduates are receiving employment. In the universities I don't have those figures off the top of my head.

But I think the question has to be asked, how much would you infringe on the autonomy of the institution if you were going to do some of the directing that you feel is necessary? In many of these instances we would simply have to amend the Acts. We have given those rights to the university. It is one thing for us to say it. You have said it on a platform. I have said it, as we agreed. But it's another thing to have that much control and to take it away from the universities.

[4:15]

I think in some areas where we do have some direct involvement, we have been able to do some things. You mentioned energy for instance. We have had a fairly extensive program in energy conservation and what we could do by funding to the universities if they would reduce their energy consumption. However, that I don't think was quite your point. Your point was what kind of research are we doing for graduates and employment opportunities in the energy conservation field. I think that's a matter that really we have to go back to the original point. Do we take the initiative—take away from the universities their right to make these decisions? Or do we simply continue in the way we have by gentle persuasion?

There could be no doubt, in energy conservation, this ministry has very consistently tried to talk about that aspect of their operation. I don't think anyone is more enthusiastic and has been more innovative in the material he has presented on this subject than has the deputy. But that's quite a different thing from saying "you shall do", and I think that must rest with the university.

I don't know when we should do this, Mr. Chairman, but I think it would be very helpful if we could get into consideration of how much you would amend the legislation that exists at present to take the authority away from the university to deal

with the lack of opportunities that you spoke about. I don't know whether you want to come back to that or not now, John. Do you want to have a discussion here now about how much we should amend our legislation on the universities?

**Mr. Sweeney:** Mr. Minister, just on the basis of the three points that you made, I would agree with you that there is certainly a difference between the CAATs and the universities. However, the latest figures I have from your ministry point out to me that there are something like 150,000 university students versus I think it is 58,000 CAATs students. So even at that point we are talking of a much larger number of university students even in that context.

The second point is, you made an observation about university autonomy. It occurs to me, Mr. Minister, that you can use that word "autonomy" in two different ways and you choose to do so as it so suits your convenience. For example, if we take an actual look at what autonomy the universities have, we find it has been eroded rather considerably. When the universities have to get something like 85 per cent of all of their funding from one level of government or the other—actually it comes directly from you but 50 per cent of it comes from the federal government—that certainly erodes their autonomy.

When they are pretty well told what kind of tuition fees they have to charge—now, I know what you are going to say—they don't really have to do it if they don't want to. They don't really have to charge those differential fees for foreign students. They don't really have to charge that additional \$100 for regular tuition. I know you can say that, but you have built into the whole funding program restrictions that make it virtually impossible for them to do otherwise. A classic example of that is the fact that to the best of my knowledge every single university in the province—I don't know of any exception—made it very clear to you that they opposed the foreign student differential fee. Yet every one of those—

**Hon. Mr. Parrott:** Not all, no.

**Mr. Sweeney:** I am just saying as far as I know. Let's put it this way—a significant number of them did.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Yet they all had to finally admit that there is nothing they can do about it.

**Hon. Mr. Parrott:** No, some of them did—quite to the contrary. McMaster, for instance,



does not at this time charge the differential fee.

**Mr. Sweeney:** I would suggest that will not be the case in September 1977, from the information that I have.

**Hon. Mr. Parrott:** Then they are changing their mind.

**Mr. Sweeney:** Okay, I don't know that for a fact but that's what I understand. The other one, when for all practical purposes you are making the decisions on graduate schools and graduate funding and where they can expand, the whole point I am trying to get at is that the true autonomy of the university in this province today has already been seriously eroded. I am not saying that that's a good thing. All I am saying is, let's not use the argument when it is convenient and when it's not.

I would tend to think—coming back to the point that I ended up on, the whole area of research—what I was very clearly saying was that I believe that staff and students at our universities should be involved in research dealing with the very clear social economic issues facing this country today. And I used energy as one of them. That's the whole situation of energy in this country; the whole situation of energy in the north; the whole situation of pipelines; the whole business about conservation in southern Ontario, for example.

I don't believe there are strong enough motivations or incentives given to them to do something about it. I noticed just recently that the federal Secretary of State has made it very clear that they are going to attach strings to the research money they are going to give to universities and colleges, particularly universities across the whole country.

**Hon. Mr. Parrott:** The universities are quite concerned about that.

**Mr. Sweeney:** Of course, you might also remember that all of these individual points were taken in context of my broader statement of the need for serious, clear long-range planning and these fit into that.

Yes, I would think the time has come where we have to say to the universities very clearly that we are not going to provide money for them without any strings attached; that there are certain needs in society, both social and economic, that clearly need to be researched, that need to be understood, particularly by the students and the staff as well, that need to be transmitted and communicated to the public, and that if we are going to put fairly massive

sums of money in there, then we are going to have certain restrictions. I would go that far. I think we have to. I think it's quite simply the lesser of two evils, if we want to put it on that plane.

Now, that's just responding to the first three points that you made. I'm going to pick up some of these later on and go through them.

**Hon. Mr. Parrott:** I am really intrigued to hear you say that you would interfere with what has traditionally been the universities' autonomy, and I'm not hiding behind that word, because I think unless we change the legislation indeed we have no right to do so. Would you agree with me to that point?

**Mr. Sweeney:** Let's just come back at the question of research. My understanding is that both the provincial and federal governments transfer to the universities fairly substantial sums of money for research purposes, above and beyond their normal funding. That's the money I am talking to. Some of it goes to OISE, some goes out to private contracting, some goes to the universities.

**Hon. Mr. Parrott:** We can talk about the research component; Lloyd McLeod is here. I will be glad to do that if that is the area you are talking about within the ministry. But if you are talking about strings I think the deputy is anxious to say a word on this; we are not putting strings on our research dollars.

**Dr. Parr:** I think it should be made clear that the amount from the federal government is in response to applications for research projects. The largest amount of provincial money, if we could properly call it, which goes to universities for research is just in the general grants which go to the institution which are used for salaries particularly, and equipment and so on. If you make calculations and assume it represents 30 per cent of university funding, which is a figure that most people will agree with, it is, say, \$250 million compared to around—I'm speaking from memory I have to say—around \$50 million which would come from NRC and other councils and so on. So the very largest amount is that which is simply part of the overall university budget for its own purposes.

**Mr. Van Horne:** I'd like to ask a question, if I might, Mr. Minister. It may not be related to the questioning that John has been following. If you wish to defer it until a later time, that would be fine.

I understand that a fair number of the colleges of applied arts and technology have limited enrolment in many of their courses. That's the understanding I have. You were saying a while ago that community colleges and universities are different—you were talking in a different vein, I realize that. However, we had some discussion in the Education estimates about limited enrolment and I am curious to know how many students coming into your colleges of applied arts and technology have university courses or, in fact, are university graduates? Do you have any research on this?

**Hon. Mr. Parrott:** How many of the applicants to our community colleges are—

**Mr. Van Horne:** Are either partially trained at the university level—i.e., they've taken one year of an arts program or whatever—or, in fact, have graduated from a university and then are furthering their education through the college of applied arts and technology?

**Hon. Mr. Parrott:** We don't think there are large numbers in that category. We feel they are perhaps increasing in numbers, for a lot of reasons, but to give you factual numbers we'll have to do some work on that. I don't know how soon we can get that. I am wondering whether we should defer that answer.

**Mr. Adams:** are you trying to get some information on that right now? We might be able to have it for you in a minute or two.

**Mr. Bounsall:** Mr. Chairman, am I to assume that the minister is through with his replies to the two opening statements?

**Mr. Chairman:** No.

**Mr. Bounsall:** I just wondered why we had these interruptions.

**Hon. Mr. Parrott:** Let me just deal with this one and then I'll come back to it.

This is for all colleges: University attended, 1,756; university graduates, 471. Then there are professional credits, qualifying causes—the grand total is 32,485.

**Mr. Adams:** No, that's the total number of new entrants.

**Hon. Mr. Parrott:** We're getting confused with a lot of other numbers. University attended, 1,756; university graduates, 471.

**Mr. Bounsall:** Are the 471 included in the 1,756 or are they two separate numbers?

**Hon. Mr. Parrott:** Two separate figures.

I think really since I am trying to very quickly get a cram course in these numbers, I think, Mr. Chairman, it would be wise if

we let Mr. Van Horne get to this in detail when we come to the college affairs division vote. If you want to sit down now and—

**Mr. Van Horne:** I don't wish to take your time, Mr. Minister; it's something that can be passed on to me. But if these numbers reflect an increase in this last year or two, then I think it tells us a little bit about the role of the colleges of applied arts and technology at least as perceived by these people going from university to there.

**Hon. Mr. Parrott:** Are you going to be here this evening?

**Mr. Van Horne:** I'll be here until they send me home, whenever that is.

**Hon. Mr. Parrott:** Well, join the club. We'll have those by 8 o'clock tonight.

**Mr. Van Horne:** Thank you. I'll pursue my questioning then.

**Mr. Chairman:** Do you want to finish?

**Hon. Mr. Parrott:** Could I get back to my response to Mr. Bounsall? I think we must talk about university hirings at some length. We should come back to that under vote 2702 too.

One of the things that I think I would have to say is that last year when we were talking about new hirings—and I know a lot of people play with a lot of figures on this one—there was a substantial number of opportunities for new faculty, a surprisingly large number. I think someone is going to correct me probably but would I be very far wrong if I said nine per cent, Mr. Wilson?

**Mr. Wilson:** Nine hundred and fifty.

**Hon. Mr. Parrott:** Nine hundred, okay. There were 950 new faculty members hired last year, which is a very significant number. That was out of 10,000 or 11,000, so I wasn't too far wrong at nine per cent.  
[4:30]

I hate to throw that out as just a hard, cold fact, because there are rehiring from one faculty to another, movement within the system and all of those things. We have to take that into consideration. On the other hand, there is a significant number of new hirings, and I was surprised at that.

**Mr. Bounsall:** Hold it. The figures should be almost clear for this year. What is the trend for this year? The appointments for September would virtually all have been made by now.

**Hon. Mr. Parrott:** We don't have that information yet.

**Mr. Bounsall:** Any guess at it yet?

**Hon. Mr. Parrott:** I don't know whether Mr. Wilson is prepared to give a guess on

that or not; I doubt if we would have enough information even to take a good guess. We are not, I am sure, ready to give any guesstimate on that. I think we have to stick to last year.

I think you might agree we have tried to encourage the universities at a fairly forceful level, other than taking away some of their autonomy, to hire Canadian faculty. I don't think anyone would question that. That's different, agreed, from young faculty. We need the co-operation of the faculties to do that as much as anything. Unless the faculty association is willing to do so, given that many of the people you are talking about have tenure, you can only encourage them up to a point, but never to the degree that you might open up the numbers you would like to.

**Mr. Bounsall:** No, I am not suggesting any forced retirements. What I am saying is give them some increased incentive to depart the scene via the pension money route.

**Hon. Mr. Parrott:** If you assume there is no increase in the size of the pie, then that means fewer dollars for those who are employed on the faculty.

**Mr. Bounsall:** If you are replacing a senior one at a high salary with a junior one at a lower salary, you save money.

**Hon. Mr. Parrott:** Oh sure; but that has to depend upon the co-operation of the faculty member. With tenure, you can't say go. You have to persuade.

**Mr. Bounsall:** But there is no incentive to them if you don't have the incentive scheme there. I have worked out some figures.

**Hon. Mr. Parrott:** But all the saving from changing around from the high salary to a new one at a lower salary might be gone. That dollar might be all used up in the carrot to persuade him to do so. Then it is a net loss of his experience.

**Mr. Bounsall:** You have the staff and you have the computer facilities to see that the study is done. You can indicate, even if you used up half of the carrot, what this would mean in terms of new openings for replacements. What I am saying is you can do the analysis, and you should.

**Dr. Parr:** First, I have to protest we haven't got the staff, but of course we would be happy to help in whatever way we could. Secondly, I certainly don't think we have complete salary data, because it is not our business to have it. We have the kind of thing that is published in various newsletters and so on, but we don't have complete salary

data, the statistical information, on university salaries.

**Mr. Bounsall:** But you can get it.

**Dr. Parr:** I don't know whether one should ask the universities what they pay each individual person.

**Mr. Bounsall:** You don't have to have that sort of data, that detail.

**Hon. Mr. Parrott:** We would have to be reasonably close to knowing the range though, of a relatively small number of people. We haven't been going into those kinds of details to this point. By the way, let's talk about that a bit more, if you will, under item 2.

The point you make on community colleges concerns me a little bit. You suggested we agreed, and I hate ever to suggest we didn't agree, but I don't recall we agreed they weren't going out into the community to the degree we thought they should.

I am impressed with the numbers of people who are contacting the community colleges in our province right now. I think the last figure I used in a speech some time ago was 461,000 people in this province who had some contact; in the year 1975-76 or the year afterwards, it is one year or the other. That's one out of 16 or 17 people. A tremendous number of people have some contact with a community college. I would think if we were talking about selling Coca-Cola that contact wouldn't be enough, but if we are talking about selling education that's a tremendous amount of contact on head count.

**Mr. Bounsall:** My point on that was that some colleges do it very well in the communities in which they are situated; others do it much less well. What the ministry has to do is sit down with those that do it less well, or perhaps hire an individual, I don't know, who can carry the word to those that do it less well and say: "This is what is going on in college X with respect to the community; these are the educational needs which the college searches out; they don't wait for a cry to come from the community first." It is clear they haven't been doing much of that, and you should offer whatever encouragement is needed for them to change their outlook.

**Hon. Mr. Parrott:** One of the things we have tried to do, for what it is worth, to encourage this is that in the college system the presidents and the chairmen of the boards are now deciding to meet on a regional basis rather than as a province-wide body. I have had the chance to meet with



them on several occasions, and I think that probably makes a great deal of sense. They are starting to talk about those things they can do on a co-operative basis within, say western Ontario, and to discuss those things that college A is doing and that college B hasn't done very well. I have been at two of those seminars and I am impressed with the amount of information the one college is giving to the other. I think that can only stimulate the kind of activity you have in mind.

I know as well that Metro, eastern Ontario and northern Ontario have been meeting. Those are the regions that have had joint meetings to do precisely the kind of thing you would have in mind. I have encouraged them as much as I am able to. I know there has been a good deal of effort put into ACAATO. They have felt it was such a large body it perhaps didn't get to the kind of day-to-day activity in problem-solving they themselves would like. I think it's fine for once a year, but on a continuing basis, the area workshops, as they are normally called, have been very helpful. I have tried to do everything I can to encourage and stimulate that activity, for many reasons.

**Mr. Bounsall:** Have they dropped the provincial meetings or are these still held?

**Hon. Mr. Parrott:** No, I think they still have one a year. I am not suggesting that's not a good idea, but I think for the day-to-day activities, where they have four or five presidents and the chairmen of the boards—and I know they meet separately—those workshops have been the most productive of any college meetings I've been at. Someone may disagree with me on that, but I think so, just from my biased point of view. That's where I saw them attacking problems of community involvement, for instance, and those types of things.

With reference to apprenticeship programs, I don't think I would suggest to you the main function of the Industrial Training Council is indeed the apprenticeship training program. Certainly it is an integral part of that, and we appreciate that. But I wouldn't like to leave the impression, or have you form the impression, that the Industrial Training Council's prime purpose is to promote apprenticeship programs. We have that responsibility and we must do it in co-operation with the industry itself. I am sure that the Industrial Training Council can be a vehicle to help us in that regard. There have been, how many, two recommendations relative to apprenticeship training, or one?

**Mr. Adams:** In response to how many recommendations have there been, we have had eight recommendations altogether; and on apprenticeship, there are four which apply to apprenticeship.

**Hon. Mr. Parrott:** But new apprenticeships or—

**Mr. Adams:** No, they related to apprenticeship.

**Hon. Mr. Parrott:** No, I was talking about new ones. So four were related to the apprenticeship program.

**Mr. Bounsall:** This would come under the college vote, would it?

**Hon. Mr. Parrott:** Yes.

**Mr. Bounsall:** Perhaps we can go into some detail on those and what you are now considering when we get to that vote, rather than at this time, if that's possible.

**Hon. Mr. Parrott:** I think the last point I'd make in response to your comments, Mr. Bounsall, would be on OLANG, perhaps because that's an obvious area of discussion for these meetings. Certainly we like some of the principles that are in that OLANG report. We just haven't yet been able to do all of the necessary work to give us a final decision on what we're going to do. But I've promised—and I believe we can keep that promise: I see no reason why we cannot—to have those decisions in place for 1978-79.

Obviously, the program for 1977-78 is announced and thousands of applications have been processed for this year. Our objective or target date was always 1978-79. I believe that will be possible for us to meet and I think we should be able to give some understanding of the principles that we can accept in the reasonably near future. I hate to put a date on it, but certainly I'm thinking within the month of August and hopefully before, meaning some time later this month.

But, as you pointed out, the committee did not cost out its program, so we have done a fair amount of work and I think now we've got to the point where we've got enough information together that some decisions must be made. As we try to work our way through those, if we make a decision A, it affects the decision we made yesterday and we come back and rethink the one of yesterday because of the cost implications.

The point I'd simply like to state is that other than the brief that I've just presented, I can't say much more about what we're going to do on student assistance for the year 1978-79. There's no doubt it will be signifi-

cantly different if we're able to get the Treasurer (Mr. McKeough) and everybody else to agree with our proposal, but to give you details now, I'm afraid those details just haven't been finalized.

**Mr. Bounsall:** Just one basic principle about that, though, basic to the whole OLANG scheme was a pulling out of the Canada student loans. Has that basic decision been made yet?

**Hon. Mr. Parrott:** I don't think there's any doubt that we cannot pull out of the Canada student loans program.

**Mr. Sweeney:** Cannot?

**Hon. Mr. Parrott:** Cannot. That's obviously a significant portion of that scheme, but that doesn't mean we can't use many of the same principles. There is also loan money there in OLANG, as there was in Canada student loans, so I don't think it destroys the whole principle.

**Mr. Sweeney:** Except, and I think maybe Mr. Bounsall may be leading to this, that when we have discussed with you previously some of the changes that you might make in your end of the program, you frequently tell us you are tied down by restrictions placed upon you by the federal government end of the program. Are we still going to be trying to deal with that?

[4:45]

**Hon. Mr. Parrott:** As far as assessments in Canada student loans, we'll have to accept what the federal government will allow us to do. We're talking about major changes in student assistance, and major changes will occur in 1978-79, but I don't think there's any suggestion that if we're going to make those major changes, we can't do it because of our relationship with Canada student loans. When it comes to Canada student loans themselves, and the loan money that will be granted by the federal government, we'll have to accept their criteria for assessment.

**Mr. Sweeney:** That's not the point I was trying to get at, Mr. Minister. The impression that you seem to have given in the past is that given the Canada student loans here, you are unable to make other changes independently over there. That's the impression you've given us. All I'm saying is that if you're going to leave that in place and if it does have the kind of transfer effect that you have described to us, then can you really make fundamental changes over here? If I understand the point, I think that's what we're trying to get at.

**Hon. Mr. Parrott:** I think you've missed one point that I've made in the past, that I was not able, with the study in place, to make major changes as of whenever we were talking about that, and we've talked about it on many occasions. That study was in place and any changes had to be of a minor nature until that report came in and the whole program was under reassessment. Not during 1976-77 was I able to make any changes of any significance because of our tie with Canada student loans and the fact that the interim committee was on and the commitment was made to that committee not to do anything until they reported. There were two factors there.

**Mr. Sweeney:** If I understood you correctly then, your response to the basic question is that in fact retention of our participation in the Canada student loans does not necessarily prevent you from making other significant changes on your end of the scale?

**Hon. Mr. Parrott:** That's right. But I think you're leading me to suggest that's contrary to what I said previously and I'm reminding you that I said on those occasions, either inferred or whatever—and I think, in fairness, that I said this many times—that indeed there was a commitment not to make any changes until that report was in, and that report has been a long time in coming, two or three years.

**Mr. Bounsall:** But subsequent to that report, you were implying, and we were certainly taking a correct inference from your implication, that an OLANG type of scheme was impossible because of the loan arrangements with Canada student loans, and that one would almost have to get out of that and the Treasurer would throw up his hands over that, and therefore you couldn't implement an OLANG type of scheme. I'd be delighted to hear that that's not the case but—

**Hon. Mr. Parrott:** No, you didn't hear that.

**Mr. Bounsall:** —I think both our inferences from your implications are correct.

**Mr. Sweeney:** That's the difficulty with this minister.

**Hon. Mr. Parrott:** It all depends on your definition of an OLANG type of scheme. I have consistently said we're going to have major changes in student awards 1978-79 and that we're going to have. It quite conceivably will embody many of the principles of the OLANG report, but it doesn't necessarily mean we'll have an OLANG scheme. I'm not trying to be slippery on that point



but I think you can take portions of a report and implement them and then you get down to the question, is it now an OLANG scheme or isn't it?

**Mr. Bounsall:** Can we sum it up this way? Would you agree that what you have been implying is that having costed out the program as suggested by OLANG, you now find that you can stay within the Canada student loans scheme, get those loan moneys and still make changes, somewhat along the line of OLANG, without interfering with the loan funds you get through Canada student loans?

**Hon. Mr. Parrott:** I think we can say some changes but not all changes. I don't know whether I told you very much just then or not, and I wasn't trying to not tell you.

**Mr. Bounsall:** No, I appreciate the point that without any costing by the OLANG committee, that costing would have to be done. You've done the costing and looked at the arrangements and we can look for some appreciable change?

**Hon. Mr. Parrott:** Yes, and as late as, what, Thursday or Friday of last week, with very serious discussion, I made some adjustments to my own thinking and to what I think we can do within that programming. So it is just not finalized and we've got some deadlines to finalize it. But I see nothing—

**Mr. Bounsall:** Okay. We'll look for it in August.

**Hon. Mr. Parrott:** Yes, and maybe before. The reason I'm saying that is because we recognize the tremendous pressure for getting the scheme in place by 1978-79; if no decisions are made by September 1 it's nearly impossible.

**Mr. Bounsall:** At the rate legislation is going, possibly before the House rises.

**Hon. Mr. Parrott:** I hope not. I thought we should have a little discussion on that in fairness to the questions that are obviously going to flow from it. I don't see how I can add more. Mr. Deputy, do you want to add more when we come to student assistance? I think we'll have to deal with student assistance as it relates to the 1977-78 program.

**Mr. Bounsall:** I can see why the deputy doesn't answer that; you've learned to speak like the deputy.

**Hon. Mr. Parrott:** He says I've learnt to speak like you, Mr. Deputy. Now we've got to decide whether I've been insulted and you complimented, or the reverse.

**Mr. Bounsall:** That should keep you going for awhile.

**Hon. Mr. Parrott:** Yes, that's got us confused.

I am surprised at the possibility of zero fee versus triple fee—and that's what I heard you say; I think there's a big difference.

**Mr. Bounsall:** I think there is too, when it comes to encouraging students to attend universities and colleges.

**Hon. Mr. Parrott:** In fairness to your statement, it related to what was being done with student assistance. But I think a fee component is always an essential portion, regardless of student assistance. It's unfortunate you should leave that until last, because I see a very little chance we will agree on either the foreign fee or on a no-fee possibility, regardless of student assistance. I don't know how much you want to talk about foreign fees. The decision has been made. There is no possibility, as long as I have the responsibility for the ministry, of changing that policy decision on a differential fee. I think it's fair.

We could talk about figures for a long time, but I carry in my wallet—and I won't read all that material for you—very interesting statistics. The one that sticks out in my mind is this: We, the public, are subsidizing foreign visa students today at a higher percentage of their cost of education than we did in the era you spoke of when you said we were getting so much from the foreign countries. In other words in 1947—I think my figures are reasonably correct—the public purse was paying for 50 per cent of the cost of the visa student, whereas today it pays 65 per cent of that. I will accept there was no differential fee, but the fact remains that today we pay a higher percentage of the fee than we did 20 or 30 years ago; and this is with the differential fee.

**Mr. Bounsall:** But no matter how many years back you go to make a comparison, the percentage of the foreign student fee cost borne by those countries—let's take England as an example, which does not have any or no appreciable fee differential—that's the comparison you have to make.

**Hon. Mr. Parrott:** That's not true of England. In England they have a very significant fee differential.

**Mr. Bounsall:** That's the comparison you have to make. You can't compare a percentage now, in our present scheme, to percentage X many years ago. The comparison you have to make is between those



percentages here and where those graduate students got their training X number of years ago.

**Hon. Mr. Parrott:** I suppose if you want me to do that, England is, as Mr. Sweeney said, the worst possible example from your point of view and the best from mine.

**Mr. Bounsall:** At the moment.

**Hon. Mr. Parrott:** The United States isn't too far behind, but it depends entirely on which state.

**Mr. Bounsall:** Certainly not in the second year in most of them. You establish a residency in the United States in the first year, then you're not an out-of-state resident.

**Hon. Mr. Parrott:** Not in lots of them. There's a big variation of figures; it ranges from zero to a much larger differential, from state to state. I think it's nearly impossible to make a valid comparison on differential fee, using the United States as an example. It really is difficult. You can do it with England; you can do it with Sweden.

**Mr. Bounsall:** I'd hate to join the most regressive of them, Mr. Minister.

**Hon. Mr. Parrott:** That's a fundamental difference in our philosophy. We just disagree and we must leave it at that, because I don't wish to leave any doubt at all that it is likely to change.

**Mr. Bounsall:** My colleague from Scarborough-Ellesmere (Mr. Warner) has a phrase he often uses in the House, which of course I would never use in respect to yourself.

**Hon. Mr. Parrott:** You want him to interject now?

I'm not normally persuaded that we've made a position and no logic would change it, but I think in this case there's a lot of logic to support it.

**Mr. Sweeney:** We're not finished with that one.

**Mr. Chairman:** I think the critic has covered that pretty well. Mr. Warner, do you want to speak on item one.

**Mr. Warner:** Before I do, perhaps during these 10 hours of votes you can indicate whether or not Brock University is going to get a new science building to replace the dilapidated thing that's condemned? Perhaps before we're finished we will learn whether or not they will ever get a science building. It's been of some concern to me for a variety of reasons.

**Hon. Mr. Parrott:** We are not doubting the need; we're not at all sure of the timing.

**Mr. Warner:** I gather that since there's now a move to keep the capital freeze in

place and simply move the projects into Wintario, that some of these things can be done. Perhaps we can get to that before it's over and discuss how Wintario helps out colleges and universities.

I think we have to come back to some pretty basic things. I'm not about to blame you for the lack of planning whereby our students entering university don't know what kind of job they're going to get when they get out, if any at all; if their training is for any purpose; or whether there is any point in taking four or five years of training. They need to know if there is any point in sticking through grade 13 and then going on for several years, if they're going to end up employed at something else.

It doesn't rest with you. You are, I would suggest, the recipient of what is a general government malaise. This government appears not to believe in planning—in planning the economy—so that the situation which occurred with nurses and the one which occurred earlier with teachers, is going to happen again, and some ministries are going to be faced with deeper pressures than others.

In this case, the pressure is on you because many people interpret these problems as relating back to the colleges and universities; and then the cry comes that maybe we should limit the applications, maybe we should increase the entrance requirement, maybe we should simply limit the class size and so on. Colleges do some of that and there's some cry to have that happen in the universities. Then the counter argument comes back in that surely we have been trying over the years to open the doors to these places, to give people an opportunity to come in.

So I think you have a very serious problem on your hands, and I think it's one that just cannot be answered by the Ministry of Colleges and Universities alone. It's something that really has to come back much further than that, to that general government belief in what it is we are going to attempt over the next so many years?

[5:00]

Are we in fact, through our planning, going to guarantee we do not have another nurses situation? In that regard, I will tell you quite frankly that I have a feeling that, come 1981, the province of Ontario may, in fact, be looking for nurses. They may, in fact, be going to California and Arizona to try and hire them. That would just bring the whole thing full circle. And it need not have happened, that is my point. The blame is

not yours, but obviously this is where some of the concern has to rest right now.

Let's put it into your context; you do have some responsibility for planning. The universities try to plan courses and bring them to fruition so that whoever enters that course is going to be able to continue. What is the response toward career planning? Does all of that rest with the guidance counsellor in the high school? Is there no connection between those counsellors in the high schools and the universities and the colleges? Is the whole thing removed because of this business of university autonomy or is there some role that your ministry can play in helping to bring about some good career planning? Is it just simply left in the hands of those individual guidance counsellors?

Surely that is pretty important. What we are seeing, and what I have seen, and the figures that were revealed earlier substantiate that there is an increasing number of people who will complete at least part of their university education and enter community college, for a variety of reasons. What seems to be underlying it is this fear that, somehow, "Whatever I was involved in in university is not going to lead to a job. But if I go to the community college I am going to get a more practical kind of education and a better chance to get a job. And therefore, that is what I will do."

Such being the case, it seems to me there is a problem, because those first interests of the person as a student are not being met in a realistic way. The person is having to come to some decision as to second or third choice; that bothers me and some of that may relate back to career counselling.

I have spoken to you before about another concern I have. It seems to me that our universities, for the most part, are geared to those people who are between the ages of 19 and 25. While that may be appropriate since the majority of students are in that age range, it seems to me that the university is far more than that. The universities have never—perhaps because they don't see it as part of their mandate, I don't know—come to grips with the whole business of basic adult education.

Does the university have a role to play in meeting the needs of those people who have never received an education? Do the colleges have a responsibility in meeting the needs of those people who have never received a formal education, who have say, grade two or grade three schooling but who are adults? They are over the age of 18.

The universities are not equipped for it. The colleges sure are not, although I saw one interesting program at Sir Sanford Fleming where they were getting into that kind of thing. They had a limited number of students, but there were some very exciting things. You would see a person 50 years of age who had never read before sitting down and spending five and six hours just devouring material because someone at that college had taught that person how to read. That is a pretty exciting thing to see happen.

There are a lot of people out there who have not received a basic education and who want to. You cannot take someone who is aged 50 or whatever and put them into a primary school. That is not the proper setting. They are adults and they want to be with adults. To my way of thinking, it seems that the most convenient place and the place that is most appropriate is the college and university. I think that is part of their responsibility, but maybe they don't see it that way and I would really appreciate a response.

Related to that is the whole business of manpower retraining. There are problems with it; I am sure you are aware of them. But whenever I push it a bit, the answer comes back: "Well, it is the federal government. It is their program. They are the ones who fund it and we have to negotiate the number of placements and the amount of hours and so on."

I understand all of that. I appreciate the problems in negotiating with the federal government; but on the other hand we have an educational problem. Someone who is in that retraining program is there for a reason.

Sometimes, and oftentimes, the reason is because they have had difficulties in the job site. They have had problems getting along with fellow workers or with their boss or whatever. They require more than just the skills to do the job. They require, in a very broad context, life skills—the ability to get along with other people, the ability to enjoy their work, to adjust themselves to a different kind of work style and so on. They do not have the opportunity to gain that in the retraining program.

The comment came up often, as I travelled around, that what the student wanted in Manpower retraining was on-the-job work and an opportunity to go out for a while and come back. In other words, spend some time out with real life experience and then come back into the course for a while. The course simply was not flexible enough and it did not allow for life skill training.



I think that has to be answered. I think it is not enough just to say: "Well, we negotiate with the federal government." I think there have to be ways. Whether that means taking it over yourself and simply telling the federal government, "We need X amount of dollars to run whatever it is, but we are going to run the program and we are going to make sure that it meets the needs of the students," I don't know, but I think there has to be an answer to that. We are not doing a total service to those people who have come into that retraining program. These are not "ordinary" students. They need some special help.

I am concerned about the fees. We can argue about the \$100, or whether it should be \$75 or \$120 or whatever. In a sense that is not the question. You believe, and your government has always believed, that fees paid by a student should be an integral part of the total cost. It is something that should be there, but you have never said how much, what percentage. What portion is it we are talking of that it should be set at?

Now if we look at the McKeough-Henderson report we see that it should be around 20 per cent or some such figure. That is what that report is pushing towards. But we have never heard a government statement to say what percentage those fees should be of the total cost.

The other thing that we are always asked to believe is that the figure of somewhere around \$2,200 or whatever is the cost per student per year in a general arts program. We have never been given a breakdown as to how that figure was arrived at. For example, if you have 47 students in an English class and one leaves, do we now take that factor out of the total cost or add it to the total cost? Where do we get this breakdown to know precisely that it costs \$2,200, or whatever the figure is, per year per student?

**Hon. Mr. Parrott:** You are talking about a BIU value this year of \$2,525 or something.

**Mr. Warner:** Right.

**Hon. Mr. Parrott:** We have been trying to say, certainly as long as I have been in the ministry, that is a distribution mechanism. It is not a costing mechanism.

**Mr. Warner:** But then why turn around and say the student has to pay so much towards the cost and he is paying 17 per cent or whatever the figure was? I don't think you can have it both ways. If it is a distribution mechanism, fine, but don't then turn

around and tell me that the student is paying only 15 per cent of the cost and the government is picking up the rest.

**Hon. Mr. Parrott:** It is not always said but it is always implied that the student fee is an across-the-board kind of percentage. I think Mr. Sweeney has made the point about arts students paying so much higher a percentage of the fee than a professional student and we recognize that. The point is that we say fees—we don't say a fee, but we say fees—pay a percentage of the total costs, total expenditure. We are not relating that on an individual basis and never have.

**Mr. Warner:** Okay. Then it places us still in a very awkward position then. What kind of approach are you going to take?

Are you going to say the student must account for X percentage of the total cost; or are you going to say we take the total amount of money needed to run the system and divide it by the number of students and that's how much each one will pay or each one's responsible for? The whole question of fees is an annoying one. It's annoying because no one seems to know what you're aiming at. Do you want to recoup a certain percentage of the total cost from the students, or do you want to simply charge what you determine to be a minimal cost for each student to go to school?

I suggest, quite respectfully, that at some point in time the government should really define what it wants from the student and why; what percentage it wants, what kind of dollars it wants and the purpose for it. I don't think anybody out there really knows what it is you're aiming at or why. All the student knows is that he or she is asked to cough up so many dollars each year while next year it's going to be another \$100.

This brings me to another question: What happens next year and the year after? Are we looking at another \$100, another \$200 or what is it? Is it going to be the status quo? I doubt it's going to decrease, but that's another question.

I hope some time before Christmas that's going to be answered. I just don't think it's good enough to say we're going to increase it by \$100 and then we'll wait and see what happens. That bothers me very much.

Related to that I have a question about OSAP. The present system, I gather, is in place. You are anticipating some changes. You are now going to start, during the summertime I take it and at least some of those changes will be significant and hopefully for the betterment of the students because there are some problems.



**Hon. Mr. Parrott:** That's right, I'm sure they will.

**Mr. Warner:** Never to the worse, like fees.

**Hon. Mr. Parrott:** Never.

**Mr. Warner:** Given that, can we also have an assurance we're not going to have the same mess we did last September to December over the applications; that those people who apply on time will actually receive their applications back with a yes or no? That was horrendous. It was not your fault. You tried to patch it up and so on.

**Hon. Mr. Parrott:** May I interrupt? I think that's one of the things I said I would make every effort to see occurred. When I asked about two weeks ago—and I think I'm correct—we had 25,000 processed at that time. We now have 30,000 processed for this year. The obvious question is how does that compare to last year at this time? At that time it was zero, and it was still zero even at this time a year ago. We may have had 5,000 done last year. We're 25,000 ahead this year; we think the system is healthy and working well. We're not anticipating the same problems as we had last year.

**Mr. Warner:** We'll find out in September.

**Hon. Mr. Parrott:** Sure we'll find out in September. But let me remind the hon. member—and I've done this before—that not all of those problems can be eliminated. I don't care how well the system is working or how well the computer program is set up, people do make mistakes. It is not because they're not trying to do their best. I don't know of any form I can fill out without making a mistake. They're tricky on occasions. Students do make large numbers of mistakes and they get them returned. I don't think there's any doubt we're way ahead of where we were last year and the program is working much more effectively this year.

**Mr. Warner:** Granted, though I think you must admit there were a considerable number. If memory serves me correctly, by about December 11 of last year there were about 3,000 applications from people who had applied prior to September of that year still outstanding and on which they had not yet received an answer. That has to be more than just human error on the part of the student.

**Hon. Mr. Parrott:** We think about four out of five—am I about right on that?—were errors on the part of the students, without belabouring it. Is that a little high? Three out of five?

**Mr. Warner:** Two and a half.

**Hon. Mr. Parrott:** Quite a large number were made by the students. That will continue to happen this year and that's why I wanted to put in the word of caution. Regardless of how well we think we're doing this year, come December you're going to be able to pick out a case and say: "Ah, disaster!" But we're well ahead of last year and we intend to stay well ahead. That notwithstanding, come December there will be some problems.

[5:15]

**Mr. Warner:** If I get presented with one case, I'm not going to say disaster; but if I find 3,000 or 4,000, then I have a right to say disaster.

**Hon. Mr. Parrott:** Yes, but our problem last year—we went through this in the House as you well recall—was that sometimes those who suggested the numbers were as large as they thought found that their figures didn't materialize when we got into the individual cases. There was one member particularly, who has now departed, who was particularly good at that.

**Mr. Warner:** You know as well as I do, to go back to the figure I used, that by somewhere around December 11—I may be out by a day or two—there were approximately 3,000 applications filed prior to September which had not yet been answered.

**Hon. Mr. Parrott:** All I can say is we're ahead of last year and we intend to stay ahead of last year.

**Mr. Warner:** Good, I hope so. In answering that and coming back to what you mentioned about the student errors and so on, I would be interested in your comment on whether or not there could be some initial clearance started at the college or university. Student award officers bring up the fact that they feel if they were given a little more jurisdiction and a little more power, they could deal with the majority of those applications right at the university. Not all of them but they feel they could deal with them right at the place of origin. That might cut down on the errors as well as speed up the application process. It sounded reasonable to me.

**Hon. Mr. Parrott:** It's important too to note that a lot of people short-circuit that process. Somehow or other they think they should send it to the member or to the minister or to the ministry. They would be far better to make sure that appeal mechanism went directly to the student awards officer.

**Mr. Warner:** I'm sorry, I wasn't talking about the appeal.

**Hon. Mr. Parrott:** Do you mean the original application form?

**Mr. Warner:** Yes.

**Hon. Mr. Parrott:** Even so, it applies there. I know you're making a point for more jurisdiction for the awards officer and that has some attraction. It has some disadvantages. I'm sure if too many errors were made there and we corrected them, of necessity that would create some real problems.

**Mr. Warner:** I'll try to be brief. I have just a couple of more points I want to clear up.

One is with respect to the community colleges. It seems to me you have to do something about the board of governors, if you really want those community colleges to be colleges belonging to a community in every sense of the word, if we really want the participation, which you've mentioned is fairly great. And you're right, it is. Whenever you go in the province the participation is excellent. Most of the community colleges have a very good reputation in their communities. They're not without flaws. You will find people who aren't happy with them, but by and large they're doing a pretty innovative job.

I still feel if you really want them responsive to the community, then you have to do something about the board of governors business because it just shouldn't go on the way it does now. The people who are affected by that community college are precluded for the most part from the decision-making process. The students don't sit on the board of governors; the faculty doesn't and support staff doesn't; and a cross-section of the community doesn't. You end up with a dozen people who for the most part are from the upper echelon of the community—not entirely, but for the most part those 12 are. That's not good enough, if you're running a community college, it really isn't.

First of all, each of those groups I mentioned should be represented. You can do it by legislation. There should be a student, a support staff person and a faculty person. That's three in total out of the 12. The rest of the community should be more broadly represented. If you want, you can do that by having one of the elected councillors, someone from the trade union movement and so on. In other words, if you have people who have some direct nominated or elected responsibility so that they are answerable to someone, to some group, then I think you've got a better chance of having that cross-section and having a real community college.

I think it protects the interests of the government, quite frankly. It also says to the community that this is your college and you are going to run it in total, as a community. You can run it the way you want it. You can provide the kinds of facilities that you want in your community. I think that is very important.

I also think it is very basic. It is the kind of struggle that has gone on in the universities, and slowly is being won, of having representation on a broad base across a community and having the faculty and support staff and the students represented. Bit by bit we are seeing that in the universities, even to the point now where you are getting those constituent groups involved in the setting of budgets, which I think is a step forward.

It is happening. It has happened at Laurentian. It is happening at other places. I think it is just going too slowly, that's all. I think you could take some leadership in that and make sure that it happens in the community colleges.

Lastly, I couldn't depart without voicing disapproval of the foreign fees. Two things bother me about that. One is a matter of principle which you and I will differ on; we will never see the same on that and that is agreed and that is fair enough. The other thing that bothers me is that the decision was made, in my mind, with great haste. It was made without consulting anyone. I take it that the consulting group for the universities—

**Hon. Mr. Parrott:** Council on University Affairs.

**Mr. Warner:** Yes. It should have been consulted and wasn't; because it is an advisory it offers advice, I take it, in a fairly objective fashion. The universities weren't consulted; university presidents weren't consulted; the faculties weren't consulted; neither were the students, the support staff, no one. It just came from somewhere. I don't know where, but I assume somewhere in the ministry—yourself or someone, I don't know. It just suddenly came, but not from any of those constituent groups who are involved. Make no mistake about it, those places for the most part are objecting on a matter of principle; and the principle breaks down because you have the dollars, that is what happens.

You talk to people at Carleton—I can't remember the precise figures—and they will say that as of last January staying with the principle amounted to about \$25,000; come this September sticking to the principle will



represent over \$200,000. Carleton, which already has some financial difficulties, cannot absorb \$200,000 to stand up for their principles.

So what do they do? They have to go back. They made an original decision not to go along with the idea. But they are going to have to rethink it, because now the sum of money involved is a heck of a lot larger, almost 10 times as large. So they are going to give in.

**Hon. Mr. Parrott:** How would it be 10 times as large without a huge increase in numbers of visa students? If we get more years involved I can see it twice as large, three times as large; but 10 times as large would indicate that we must have a huge influx of visa students, which is contrary to the previous point.

**Mr. Warner:** If I understand correctly, your statement about the fees did not affect those students who are already in. It applied to those who were beginning, and they had X number beginning, in whatever the second term was, in January or February, at Carleton. You can check it out. I believe the president of Carleton, Mr. Oliver, has already had some correspondence with you over the business, but it affected the number of students who were starting in that term—

**Hon. Mr. Parrott:** I see. You are making the point that it is going to affect a lot more in the first year than it did in the first month. There's no argument about that. The first full year of application, the conventional year, does start September 1. It was applied January 1, but the first full normal year is September 1, agreed. But they were aware of that, surely, when they made the decisions. If they made the decision on a short term basis for three or four months then it was one thing. But I am sure they were aware of their possible enrolments for September when they were making that decision. I would have hoped they would have acted on the principle for the year rather than for the month. That is a pretty short length of time to hold to a principle.

**Mr. Warner:** Perhaps what they are hoping is that a reconsideration to this new policy would be given and some changes made. One of the things that bothers me about it too is that the university community sees a great need for foreign students to be here studying. I think it is a need also for those countries to which the students will return to assist in the development of their country.

When you talk about the subsidization that takes place toward that student on be-

half of the public of Ontario, or the public of Canada, that is one thing. I would hope that it would also be recognized there are some restraints and constraints for those students who arrive here. They are precluded from working as visa students, so they cannot earn money while they are here. They pay the same dollars, in fact more, for housing than anybody else because they have to be housed for the 12 months. They are not eligible for student aid so they are entirely on their own.

So they are under some financial constraints that our Ontario people are not. I am not saying whether that is good or bad, I am just saying that is the fact of the matter. So when you weigh on the one side there is a subsidization borne by the people of Ontario, I would hope that it would also be weighed on the other side that those students who arrive here have severe financial pressures, in many cases far greater than those Canadian or Ontario students who are already in the system.

Finally, Mr. Chairman, at some point I would like an answer about jobs. First of all have you put forward any questions to the Ministry of Labour, or to any other ministries, about what can be done to create useful summer employment for university and college students? I take it to be of particular concern, because of the fact you have these young people in school and you have asked them to make money. You increased their fees; their residence fees will go up, their food costs will go up, their books will go up, their tuition will go up. And yet how many are going to be out of work? Probably at least 20 per cent or more are going to be unemployed.

So have you put forward any proposals to other ministries about jobs and of what magnitude are we talking? In these considerations for a new OSAP, is it being considered that adequate proof of job search is sufficient to put along with your OSAP application, or with the information required in the fall so that you are not penalized on your OSAP if you were unemployed during the summer? In other words, that you are not going to be penalized as is presently the case?

Surely to signify a job search through Canada Manpower, as is required by other citizens who are unemployed, is sufficient to indicate you have actively sought employment? You didn't get it; it wasn't your fault. Why on earth then should you be penalized by the OSAP system? I think that is im-



portant, particularly since we are going to have thousands of students without jobs.

I think that concludes a few of my questions. I have far more than time would ever permit to be asked. I might say, Mr. Chairman, that I am impressed with the instant readiness with which the ministry was able to respond to the meeting which some of us anticipated in September, but having been called for today the ministry are obviously instantly prepared to answer all the questions. It speaks well to their level of efficiency, and I for one appreciate it very much.

[5:30]

Hon. Mr. Parrott: I would like to echo those same comments, even in more positive terms if possible. Indeed the ministry has been on tap three times now and has responded very quickly each time. I think it is a tribute to the staff. I find that it's not only a tribute that's justified today, it's throughout the year. I don't think there's any doubt that there is a great deal of co-operation in the ministry. I hope Julian found that as well as I. It's much appreciated and it's certainly a nice opportunity to put it on the record that the staff has done an extremely good job over the years.

There's an awful lot to reply. Are we going to do so, Mr. Chairman?

Mr. Chairman: I think we should go to the main office first. Is there more discussion on that?

On vote 2701, ministry administration program:

Mr. Sweeney: Mr. Chairman, I understood originally that you were going to allow a certain flexibility between votes 1 and 7.

Mr. Chairman: That's right.

Mr. Sweeney: I'd like to speak to that.

Mr. Chairman: Okay.

Hon. Mr. Parrott: One of the things that I may give a brief reply to, Mr. Warner: I'm concerned that you're not differentiating better between job training and education. I have been trying, and I think it's important for all of us, to recognize the tremendous difference between those two aspects—particularly university education or years. I think we have to be careful if we for a moment stray from that point. If someone has been at the university for three or four years he may not necessarily have been job trained. They may have no job training specifically at all, but they sure haven't wasted their time during that period of time. So I think, in this discussion about job training,

we should not get carried away that there isn't a significant difference between job training and education, and make the assumption that everyone who is at university was there for job training. There's a tendency to do that.

I think, on an individual basis, that there's a fair amount of career counselling both in the secondary system and the community college system and in the university system—not as much in the latter as the former two, but nevertheless it's there. I think, as a ministry, we wish to encourage that at all levels—the career counselling.

But as is so often the case, there's far more information available than one chooses to use. If somebody wants to know what courses are available, that's a piece of cake. The ministry can supply that instantly. If they want to know about job opportunities, today, that's one thing. If they want to know them five years down the road, that's quite another thing and it's nearly impossible. I think all of us agree that five years from now. In other words, we can tell them the job opportunities that will be available for those students. So we have to consider whether or not we wish to deny a person the opportunity to have a chance at a job that may or may not be there five years from now. In other words, we can tell them precisely what the opportunities are today, in the way of training and in the way of opportunities. But we're not very good for down the road five years from now.

In my opinion, no system will be any good in predicting five years from now. It's almost an impossible task. I would think we might do our students a greater disservice if we said: "We predict that five years from now the opportunities will be good, bad or indifferent." There will be all kinds of new areas of opportunities in five years time that we haven't even thought about. Certainly, that's been true of the last decade. There are all kinds of new opportunities that have developed that we were not aware of five years in advance. So, before we get rushing down the road of career counselling, let us be very sure of our facts. I'm finding that extremely difficult.

I think, with reference to the opportunities for people to upgrade their education, you gave an interesting but perhaps very unusual situation in Ontario—about someone 50 years of age learning to read. I think you'd agree that was unusual. I could appreciate that it was a great thrill and that they would use that new skill at every opportunity. But there are many places where a person can

upgrade his education. Certainly, if they're at the secondary level, there are all kinds of extension courses possible. I would like someone to give us a figure on the community college courses—how many come in with grade 12 and how many do not have grade 12 and have some form of upgrading to get to the course level that they require.

You're going to produce that immediately are you, sir? That's great. That's another illustration of how good you are.

It's not as well known, perhaps, in the university system but, again, we get into the greyer area now of whether they're seeking education or job training.

**Mr. Warner:** Okay. That's not what I was referring to.

**Hon. Mr. Parrott:** You were talking about career counselling, I thought.

**Mr. Warner:** About counselling, yes.

**Hon. Mr. Parrott:** Career planning. My first comment on career planning five years down the road was, I would think it would be tremendously interesting for anyone in this room to suggest the number of employees in any particular phase of activity you want to mention that we will require five years from now. It would be interesting to have that on record, because I think that if we guessed about the same as today we mightn't be too far wrong, but if we start to go down the huge list of occupations and start to make predictions we could be pretty much out in left field.

Have you got that figure yet?

**Mr. Adams:** About 7,000 a year enrolled in basic training for skill development are learning basic literacy.

**Mr. Warner:** Could I have a definition of "learning basic literacy"?

**Mr. Adams:** One of our big adult retraining areas is the basic training for skill development. This is to teach the literacy and numeracy skills which the person has to have in order to be employed in our modern-day society. Seven thousand people are processed through there in the course of a year. This is not to say they're all absolutely illiterate, but they're certainly below an employable and a trainable standard.

**Mr. Warner:** What is minimum requirement before you begin that program?

**Mr. Adams:** They'll take people who are illiterate, who have no reading or writing skills, which is about as minimum as you can get.

**Mr. Warner:** All right. The figure you gave me, though, refers to those people who have less than grade 12.

**Mr. Adams:** Right.

**Mr. Warner:** Do you have a figure which shows how many of those people had nothing to all intents and purposes were classified as being illiterate before beginning the program?

**Mr. Adams:** Of the people—

**Mr. Warner:** Of the 7,000.

**Mr. Adams:** Those of the 7,000 who are illiterate? Just a moment please.

**Hon. Mr. Parrott:** Wouldn't an awfully small number in our society be classified as illiterate?

**Mr. Warner:** With great respect, no.

**Hon. Mr. Parrott:** It's larger than I would imagine, you're saying.

**Mr. Warner:** Yes.

**Mr. Adams:** Mr. Minister, when the Industrial Training Council was in Hamilton several weeks ago there was a representation made to them by a group dealing with the adult illiterate population and even in an industrialized city like Hamilton they found there was a fair number of such people there. This group was working in conjunction with Mohawk College at trying to prepare these people and give them some literacy skills—with some success.

**Hon. Mr. Parrott:** I'm no illiterate and I want to learn as much as I can in this exercise as you do. You're talking about illiteracy relative to our language or illiteracy in world terms?

**Mr. Adams:** They could read or write no language.

**Hon. Mr. Parrott:** Is that so?

**Mr. Warner:** It's considerable, I must say.

**Mr. Adams:** I might just ask someone who was there. They might have those numbers available.

Sorry, I can't recall the numbers just off the top of my head. It was in the order of hundreds in a city like Hamilton.

**Mr. Warner:** I would be very interested in having the figure of those out of the 7,000, et cetera, who were admitted to the program who had less than grade 12; obviously, not all of those 7,000 were illiterate. I would be interested in knowing how many of those were illiterate.

I have been going over some material and was shocked, quite frankly, to see the number of people who would be classified as illiterate in an industrial society like ours. It's substantial, based on the high level of the educational system which we have in



Ontario. It is quite substantial so I would be interested in knowing how many.

**Mr. Adams:** Mr. Chairman, when we resume at 8 o'clock tonight, I can have that figure because it's level one of the three levels for the 7,000 and everybody on level one was completely illiterate.

**Mr. Warner:** Are they classified by five levels?

**Mr. Adams:** Three, I understand.

**Mr. Warner:** Three. So you have your own system of classification, separate from that used by boards of education, or some boards of education.

**Mr. Adams:** I would presume so, yes.

**Mr. Warner:** Okay.

**Mr. Sweeney:** That figure is going to be meaningful. Could you also find out how many are native Canadians? In other words, if 90 per cent of them are immigrants from—I won't say where from, but that would make a difference.

**Mr. Adams:** Right.

**Hon. Mr. Parrott:** One last comment on OSAP. You were referring to a penalty, meaning a loan versus a grant. Since that gets into next year, obviously you know what the decision is for this year; they will be loans only, not grants.

**Mr. Warner:** Why?

**Hon. Mr. Parrott:** We think that's the fair way of doing it. You and I disagree on that.

You have also got to be very aware of, and concerned about, the large number of students who did find summer employment at some great effort on their part. If they were penalized to some degree for having done so, there would be many in that category who would have been just as well off, if you will, given your terms of reference, not to have done anything.

We have to think of the large number of students who did find employment. And you have to relate that to their award, as well as that of those who did not, and we disagree on this. We think that at this stage of the game that that should be in the form of a loan.

**Mr. Warner:** That's why I prefaced my remark by saying they should have a job search statement. They should have proof of having sought work. If, having sought work, they were not able to get work through no fault of their own, then they shouldn't be penalized. Obviously if they choose not to work, then I don't see the purpose in giving someone a grant. That's hardly fair.

If the person has gone through the job search diligently, as is required through the Canada Manpower regulations, and they still have not obtained work—and we know there are going to be students out of work because there aren't jobs around—then why penalize them for that? It is not their fault they didn't get work. They wanted to work and they have shown that through their job search. Is that not reasonable?

**Hon. Mr. Parrott:** It has some merit, and we are prepared to accept that and we have tried to make minimum changes this year in our student assistance plan for a lot of reasons. Whether that will be a part of next year's program I am not ready to say right now, but we recognize your point. Whether or not we eventually say yes to it, I think you have made the point; several have made the point on many occasions.

I just don't want to indicate to you whether it will or will not be for next year. There are just a lot of things where one decision bears on another and therefore you change them as you go along. Eventually we are going to have to come to a very firm and fixed position. That's one that is still being considered for 1978-79.

The last thing I think we must comment on is the composition of the community college boards. I am sure you are aware that one third of the board is appointed by councils, not by us—by community representatives. If that were the only thing one third might not be enough, but I would think you would agree that the real action, or a great deal of action, takes place in the advisory committee, all of them appointed by the community and who, by and large, do reflect the community. There is an awful lot of work done by advisory committees to the community colleges. I would think from what I know of my own community that they do reflect the community very well. You may or may not agree on that point.

[5:45]

The matter of students on the board is viewed with some mixed reaction. I have stated publicly, so there is no reason not to say it again, that I don't find it disturbing to see some students on the board, not at all. In fact, I have given some thought to that possibility in a positive sense. But there are an awful lot of student councils which surprise me because they aren't as strong on that point as I would have thought they might have been. Whether I have only been given the information that someone wanted me to have, I don't know. But I have talked to a fair number of students and student



representatives and they feel in many instances they have really had a good ear at the board meetings.

That varies among the 22 colleges. Some are unconditionally of the belief that they require formal representation. There are other colleges which are quite content that they are having good representation and good hearing at the board level. They have all of the information and so on. Even among the students, there is quite a variation. The thing I want to leave as a final conclusion, on Mr. Sweeney's remarks is the point that there is an awful lot of community involvement in our college boards. I think there is a great deal.

**Mr. Sweeney:** I have been through the four different votes we could speak to and I want to make some points with respect to the overall question of funding. They seem to cut across all of them. It would be very difficult to tie them in with any one so I would like to come in at this particular point: I would like to touch very briefly federal-provincial funding agreements, the position of the province to university and college funding transfers and some of the questions about funding for students themselves.

Before I begin, however, I understand there are approximately 150,000 full-time university students and about 58,000 full-time college students. Can you tell me how many part-time students there are in each of those and what would be the approximate full-time equivalent? It is pertinent to some points that I want to make. I didn't have the information from any other source, although I asked for it.

**Hon. Mr. Parrott:** I think we will probably get that from two sources.

**Mr. Kerridge:** Part-time students in CAATs are about 160,000 and the full-time figure for CAATs would be about 80,000. The figure you quoted was just the one program.

**Mr. Sweeney:** The information I got from your ministry showed that figure.

**Mr. Kerridge:** No, that's the post-secondary piece. That doesn't count the adult retraining activity we were talking about earlier.

**Mr. Sweeney:** The adult training is funded directly by the federal government, is it not?

**Mr. Kerridge:** It's part of our vote.

**Mr. Sweeney:** That's why I deliberately left it out. I gather the 160,000 would not include those adult trainees.

**Mr. Kerridge:** That's right. It is part-time only. There are no part-time in adult retraining.

**Mr. Sweeney:** Do they include the many what we call community programs, like basket-weaving, log-cabin building and that kind of thing? Are they included in that 160,000?

**Mr. Kerridge:** Yes.

**Mr. Sweeney:** How many of those would be the more unusual kinds of programs, the vocational kinds of programs carried on by the college? What percentage of those would be more vocationally oriented as opposed to more community interest oriented? I am not making a quality distinction there. I am just trying to arrive at a point.

**Mr. Kerridge:** I would say of that 160,000 about 45,000 would be general interest and the rest would be occupational career directed.

**Mr. Sweeney:** That would leave about 115,000 occupational.

**Mr. Wilson:** For the universities it's about 144,000 undergraduate full-time and roughly 14,000 graduate full-time giving us about 158,000. With regard to part-time, all I can give you is the full-time equivalent which is 32,258, giving us a full-time equivalent undergraduate figure of 176,000; and about 3,000 full-time equivalent of part-time graduates, giving us a full-time graduate equivalent of 17,200. So it's about 193,500 in the total system. That's 158,000 full-time and 193,500 full-time equivalent, including part-time; and I can't tell you the exact body count on the part-time.

**Mr. Sweeney:** Okay.

The first point I'd like to touch on with respect to funding is federal-provincial agreements. I know there was quite a hassle about a year ago. I don't know what has happened in this past year, and so that's where my ignorance probably lies. I have a couple of questions.

What is the present status of the federal-provincial agreement with respect to post-secondary funding? There was some talk for a while of the federal government reducing its contribution from 50 per cent to 40 per cent. I understand the reason was that they quarrelled with the provinces putting the student tuition as part of their 50 per cent. There was a deferred payment, I believe, of something like \$111 million in the 1976 financial year which was to be paid back over the next two or three years; I don't know whether that was finalized or not. And I understand that there was some talk about

the federal government giving tax points in exchange for actual funding. Could you touch on those before I move on?

**Hon. Mr. Parrott:** I think John Humber will give you a fair amount of information on that and if there is one or two unanswered I'll try.

**Dr. Parr:** I wonder if I could introduce John Humber who is director of institutional accounting and next to him is Ray Price, who is director of the administrative services branch. Frank Kidd, whom many of you know and might have expected here, is recuperating after surgery.

**Mr. Humber:** I'd like to take the first and the third points together and then go back to the second one. The federal-provincial Fiscal Arrangements Act under which the federal government pay 50 per cent of the eligible post-secondary expenditure in Ontario ceased to operate from March 31, 1977. From April 1977 onwards that program was completely dead.

**Mr. Sweeney:** That's the 50 per cent agreement?

**Mr. Humber:** That's the 50 per cent agreement. That is replaced by a totally new scheme based partly on tax points and partly on a lump sum payment which was negotiated between the provincial finance ministers and the federal finance ministry. The final details of the new scheme, I believe, are still under negotiation. The regulations have not yet been made, for the actual working detail, but once made they will no longer concern this ministry. It will be a matter for the Treasury.

**Mr. Sweeney:** Could you give me the basic outlines of it?

**Mr. Humber:** No. It is quite a complicated scheme. We would need the detail in front of us and I think, with respect, that you would get a much better interpretation and a more full understanding from Treasury people, when you are dealing with them.

**Mr. Sweeney:** May I ask a supplementary question? I don't know how else to get at this. I have a two-part question: Are we going to be better off or worse off than we were before? The second part is that I had expressed a concern earlier that if the federal government no longer tabbed in 50 per cent and said that is for post-secondary education, as has happened with some other programs in other ministries, Mr. Minister, some of the money doesn't end up where it is intended to end up. It gets shuffled around some place. I can assure you, by the way,

that a number of university administrators and faculty people are concerned about the same thing.

**Hon. Mr. Parrott:** I've really been trying to answer more than I should have and I would like to call on the expertise of the ministry.

**Mr. Sweeney:** This is freewheeling.

**Hon. Mr. Parrott:** Sure, and I think this is an area where maybe I do have to come back in, Mr. Sweeney. We think we got the short end of the stick when it came to the fiscal transfer. There's no doubt about that—as a province. But, at the same time, we do not think that that will reflect on the university funding. We think that evidence of that was that in years where the federal government placed a 15 per cent limit on the dollars, that we in this province increased the university system more than that 15 per cent during that period.

We think that's very tangible evidence; we have always considered the relationship with the federal government as a fiscal arrangement rather than a cost-sharing arrangement. We now have a new fiscal arrangement, but we would not want it to infer that the dollars that would go to the university would be injured because of a new arrangement. It will be to the best of our ability to fund that system and not relative to the fiscal arrangements that we have with Ottawa.

**Mr. Sweeney:** I seem to recall that just about a year ago, when there was a threat that the federal government would reduce its share from 50 per cent to 40 per cent, the Canadian Association of University Teachers was advised by someone in your ministry that there was no way that the provincial government could pick up that 10 per cent differential.

I may be misquoting or I may have misunderstood, but that was really part of the focus of my question. That's what I'm trying to get at really.

**Hon. Mr. Parrott:** I certainly didn't indicate that at any time to the universities. We've always taken the point I've just made. That was a worry of the universities and not ever substantiated by ourselves? We never heard of it, so I think that was a serious concern which they had but from our point of view it was totally unfounded.

**Mr. Sweeney:** All right, it's second-hand information, anyway. I think in an indirect way you have half-answered my first question, and that is, are we better off or worse

off than we were before? Was it not what we had hoped to get with the new arrangement?

**Hon. Mr. Parrott:** What's worrying me now is, are you asking me as a member of the government or are you asking me as the Minister of Colleges and Universities? As a member of the government, I don't think there is any doubt that the Treasurer would have felt that more dollars from Ottawa would have been accurate and fair but didn't get them.

**Mr. Sweeney:** Did you get as many?

**Hon. Mr. Parrott:** As we had thought were justifiably ours?

**Mr. Sweeney:** In other words, if the old plan were still in effect, compared to the new plan as you understand it, are you going to end up with the same number of dollars in the big pot?

**Hon. Mr. Parrott:** Well, you see if you are asking as a member of government, then I think Mr. Humber's advice to you was absolutely correct. You've got to directly pin down the Treasurer for that answer. In my opinion, we didn't do as well as we would have under the old scheme. But it was negotiated and there were a lot of other considerations besides post-secondary education. There was everything to do with health and many other areas, so we had to accept that the Treasury did all of that negotiation for us. But what worries me is that there are inferences drawn that the post-secondary system will suffer because of an unacceptable arrangement with Ottawa and I don't think it follows that it will, or did.

The committee recessed at 6 p.m.

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Bounsall, E. J. (Windsor-Sandwich NDP)

Parrott, Hon. H. C.; Minister of Colleges and Universities (Oxford PC)

Sweeney, J. (Kitchener-Wilmot L)

Van Horne, R. (London North L)

Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

Warner, D. (Scarborough-Ellesmere NDP)

**Ministry of Colleges and Universities officials taking part:**

Adams T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division

Humber, J., Director, Institutional Accounting and Architectural Services Branch

Kerridge E. L., Director, College Affairs Branch

Parr, Dr. J. G., Deputy Minister

Wilson, B. A., Assistant Deputy Minister, University Affairs Division







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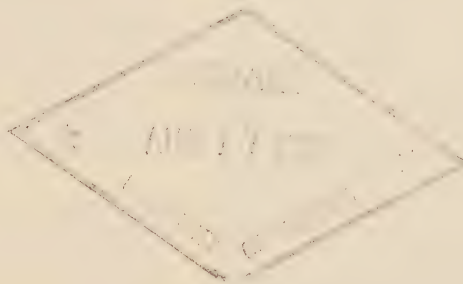
No. S-13

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



### **First Session, 31st Parliament**

Monday, July 11, 1977

Evening Sitting

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

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MONDAY, JULY 11, 1977

The committee resumed at 8:05 p.m.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

On vote 2701, ministry administration program:

**Mr. Chairman:** We will now resume; we have a quorum. I think Mr. Sweeney would like to ask something because he wants to go into the House.

**Mr. Sweeney:** Mr. Minister, just before the break, I had been asking a couple of questions on the federal-provincial agreement. I believe one of your assistants had indicated answers to parts 1 and 3 and skipped 2 and 4. I'm not sure exactly where we are; we tend to wander all over the place. It was the possibility of a reduction from 50 per cent to 40 per cent; and then tied in with that was the understanding there was a deferred payment, in the 1976-77 year, of something like \$111 million which was supposed to be spread over the next two or three years. I was asking what the effect of those two might be. We may have partially answered to the 50 to 40 aspect. I don't know if you want to continue to direct any attention to that.

**Mr. Humber:** I don't know of \$111 million deferred payment. We did have, in 1975-76, a sum approaching \$40 million which the federal people did not pay, simply because they didn't have the money and there was a cut right across the provinces.

**Mr. Sweeney:** That's the one I am thinking of.

**Mr. Humber:** That was reinstated in March and there was a cut right across the provinces. The federal people made up the cash flow and they made up the full amount in March of that year.

**Mr. Sweeney:** So, therefore, as of this year, there is obviously no impact.

**Mr. Humber:** That's true.

**Mr. Sweeney:** I think we probably handled the possible reduction from 50 per cent to 40 per cent in terms of the new fiscal arrangement that has been made. I move on now to funding, with respect to the transfer

from the provinces to the universities themselves. It is my understanding from statistics that are available to me that in about 1969, 1970 or 1971 the transfer from the province to the universities in Ontario was such that the per pupil amount was first in the nation; but ever since then we've gone down, down, down until in 1975-76 we were, I think, number eight, and the prediction is that by 1977-78 we will be number 10. I am not sure of that final figure. I would like some comment from you because, obviously, it says something about either Ontario or the rest of the country. I am not sure which.

The second point I had is that if, in fact, there is a significant change in the federal-provincial agreement, what impact would that have as far as the individual universities in Ontario are concerned? I heard you answer that but you may want to say some more on it.

The next point I had is with respect to capital projects. I fully support your present position that funding for capital projects in this province should be severely restricted, given all the evidence that we have at the present time that enrolment is going to turn around somewhere around about 1980-81; and I appreciate that in the short term this will cause some difficulty on some of our campuses. But, given the lesser of two evils, I would have to support it.

There are two projects, however, that I brought to your attention in 1976, and I would bring them up again. My colleague has already mentioned one and I'll simply reinforce that; and in both of these cases, Mr. Minister, I am mentioning them because, eventually, I think you've got to do them. I don't think it's a case of putting up another classroom that is going to be empty five or six years from now. These are two things that in the long run simply have to be done. I would question again this year, as I did last year, the value of waiting any longer.

The first one is, as I pointed out, the Brock science centre. Like my colleague, I have been there, and I was surprised at what I saw. It was a very congested area. Two rooms that I walked into I had to walk out of very quickly. I simply couldn't stand the odour—chemicals and things like that; these

were unventilated rooms. There are other places where, in my estimation, it was not only uncomfortable but was verging on the dangerous.

The other point is that the distance from the main campus makes the trip from a class in one of the humanities and a class in one of the sciences, if they were back to back, virtually impossible even though they had a shuttle bus service there which worked fairly adequately. So, all in all, I think that is not a very healthy situation from several points of view.

The other one is a little bit more parochial and that's Conestoga College in my own riding. I appreciate that I am repeating what I said before, but I don't know how else to get around it, and that is that it has absolutely no physical education facilities of any kind. I am not aware of any other post-secondary institution in the province which is in that particular situation. There may be one, but I am not aware of it. As a matter of fact, I am not aware of a single elementary school in my riding that doesn't have at least a gym. As with Brock, I think this is something that you are going to have to do something about. I really can't understand why you continue to delay, because the money is going to have to be spent anyway.

The next point I would like to get some feedback on—and we are coming back into autonomy here again, but I think maybe there can be some reaction from you—is on the whole process of monitoring university and college spending. We have run into a couple of situations where the decisions—financial decisions which the universities and colleges make—are rather questionable. I wonder to what extent monitoring is being done and what effect it has, especially given the rather tight restraint we are all working under at the present time. As I say, I appreciate we are also dealing with autonomy here.

I would like to follow that up, Mr. Minister, with the whole process of the province funding the universities and the colleges. That is a term that I've used before; I call it a sort of ad hoc, year-by-year basis. I am concerned about it for two reasons. The first one is—and I am noticing it more as I go into institutions this year than I did in the last couple of years—the preoccupation of administration staff and faculty and, in some cases, even student bodies with the whole business of finances. They don't start out their discussions this way but inevitably it always seems to come around

to that. You get the impression that in their spare time, that's all they talk about. Once they've got their academic responsibilities out of the way that is the preoccupation—wondering where the next buck is going to come from and whether it's going to be up or whether it's going to be down.

Maybe that's a condition of our society these days but I'm not sure it's the best way for these people to use their time. I would like to come back to something that we have raised before, and I understand that the minister—I recall his comments last year—said that it was being considered: the whole process of the five-year funding plan whereby the universities and the colleges would know five years in advance with pretty reasonable accuracy what they could expect, given certain factors built into it, given an inflation factor, an increasing and a decreasing enrolment factor—and I'm not talking about a one for one, a BIU for each student, but the whole possibility of enrolments moving up and down.

My understanding, both from my close association with one university and my visits to many others, would indicate that this is almost a necessity somewhere along the line. When we take into consideration the need to plan programs, certainly for more than one year, to plan faculty hiring for more than one year, to plan the use of facilities and the use of equipment for more than one year; all of these things have to be done on a three- to five-year plan.

I really find it amazing that the institutions can do as well as they can on a year-by-year basis.

[8:15]

I would just make one point to you. I would quote one comment in advisory memorandum 76/6 from OCUA because I think it hits the very point I am trying to make. In talking about the northern Ontario grants, this phrase is used on the top of page 2: "A measure of predictability in its forward budgeting planning." That is really what I am talking about. I would suggest to you, regardless of what your own feelings are on it, out there they don't sense they have that. I remember your partial response last year to this suggestion was they really have not gone down, therefore what did I mean they don't have any predictability? It is this uncertainty and this insecurity in the whole business which I would like to speak to.

While we are still on provincial funding to universities, I have a couple of questions directly on the advisory memorandum. Predictability is one I have already mentioned.



On the bilingualism grants, by the way, I notice you have totally accepted the recommendations in the memorandum this year. That is recognized. I notice the total amount that is being recommended this year is in the neighbourhood of \$4.2 million.

**Hon. Mr. Parrott:** Can I interrupt for a second? We are running into a little trouble with knowing whom we should have here on my left. They are all here and that is not the problem. I am not insisting by any stretch of the imagination that we stick to the first vote but these remarks have been on the second. I would be happy for Mr. Wilson to come forward and join us if we are going to stay on that.

**Mr. Sweeney:** I indicated at the beginning that this total discussion is on the range of funding which really cannot be pinned down to any one of the other three votes.

**Hon. Mr. Parrott:** With respect, we would think that almost all of what we have talked about since 8 o'clock, with the exception of Conestoga College, would have been very easy for Mr. Wilson on the second vote. I don't mind if we do it this way, but then perhaps, we could have Mr. Wilson and Mr. Adams take two of those mikes. It looks as if we have a number of spares here. I will want to refer to them as well as answer some of these myself. They are then on notice they are going to get some of those questions thrown at them; that would be fairer than to have them sit back there and get surprised. Is that agreed?

**Mr. Chairman:** As far as I am concerned, I am quite agreeable if the committee is, because Mr. Sweeney would like to get to the House and participate in that bill.

**Hon. Mr. Parrott:** I am quite agreeable. I just did not want to find Mr. Wilson and Mr. Adams caught short.

**Mr. Chairman:** I would ask you gentlemen to use the mikes because the recorders back there would like to have it clear.

**Hon. Mr. Parrott:** Now we are back on advisory memorandum 76/6.

**Mr. Sweeney:** Obviously contained in the advisory memorandum are certain policy decisions, I would suggest. As I read it, policy decisions are implied or at least recommended to the minister. The fact, as I mentioned a minute ago, that you have accepted every one of them would imply you have accepted the policy or philosophy inherent in them.

Under bilingual grants, If I am reading it correctly, there is a total of about \$4.2 million. Given some of the concerns that have been expressed all across the province about

the adequacy of Ontario's meeting the needs of its Franco-Ontarian students, I would have to question whether or not that is a sufficient sum. What does it allow these six institutions to do; to what extent should other institutions in the province be getting some funding like this? To what extent are there pockets of Franco-Ontarians, deprived of these facilities? Given the present situation in the Windsor area as a matter of fact, with the exception of Glendon, which is attached I believe to York, all of these are very far removed from the Windsor area, yet we know there is a very large pocket, something like 70,000 Franco-Ontarians, in that general area. To what extent are you meeting their needs with these policy decisions? To what extent are we really meeting the needs at the post-secondary level of Franco-Ontarians? I would have to think that the amount of money—\$4.2 million in a budget of \$1.2 billion—is not very much.

**Hon. Mr. Parrott:** Oh, no.

**Mr. Sweeney:** I am sure there must be another aspect to it and that is why I am putting the question up.

**Hon. Mr. Parrott:** The \$4.2 million would relate more appropriately to \$750 million, I think. We are talking about university funding and, therefore, \$750 million would be more appropriate.

**Mr. Sweeney:** That's \$750 million in addition to the \$4.2 million?

**Hon. Mr. Parrott:** No, no; \$750 million is in the second vote.

**Mr. Sweeney:** Oh, I appreciate that, but this is extra money—

**Hon. Mr. Parrott:** You should not relate it to the total ministry budget. That is all my point is. We are talking about university funding now and so we should relate it to the university budget, not the ministry budget. That is all my point. You were saying \$1.3 billion.

**Mr. Sweeney:** Okay, yes.

**Hon. Mr. Parrott:** I want to suggest \$750 million is more on the mark.

**Mr. Sweeney:** You appreciate though, that the thrust of my remarks is the quality of education that can be offered in their language to Franco-Ontarians.

**Hon. Mr. Parrott:** But I trust that you will give due consideration to the fact that the funding to the universities of this \$4.2 million is the additional cost, not the education cost.

**Mr. Sweeney:** Oh, yes.

**Hon. Mr. Parrott:** That is a very significant factor to be considered.



**Mr. Sweeney:** I appreciate that. But the very fact we are saying that an additional \$4.2 million is needed at these institutions relates to the additional needs of Franco-Ontarians, I would gather.

**Hon. Mr. Parrott:** I think I would say the additional "costs" of a program rather than the additional "needs". Maybe it is semantics now, but the needs of the Franco-Ontarians are exactly the same as the anglophones. The cost to put on two programs in the same institution is recognized as requiring additional funds, but the cost of a program to either francophone or anglophone should be, I would think, identical.

**Mr. Sweeney:** Having worked directly with such programs at the elementary and secondary level, Mr. Minister, I can assure you that the cost is greater. The textbooks, for example, are much harder to get and cost more; smaller unit runs have to be brought from a greater distance, that is just one example.

Moving on, I notice there is a special grant of \$50,000 to the Ontario College of Art, totally for rental. While we are at that, I would like some reflection from you about the whole position of the College of Art in terms of funding within the university. For example, I understand there was a recommendation under the Wright report that the College of Art be a full degree-granting institution. Where are we at with that now? What difference would that make?

Finally, under that particular memorandum, Mr. Minister, I notice we still have the grad freeze on. When this was first announced, I could understand the reasons for it, there was a need to sort of "sit back and take a look" for a couple of years. I do not know for sure, at this point in time, how long this is going to last. I do not know to what extent even these two or three years of freeze have made an impact upon the overall supply of graduate students—PhDs and MAs—in this province, and the long-range impact on the needs of our colleges and universities. How much longer is it going to go on? Just precisely what is it you are trying to find from this? I would like some feedback on that.

Those are my general questions with respect to the provincial funding of universities and colleges. I would like to move on to my final point, and that is the funding with respect to students themselves. There are three areas here: One is the tuition they have to pay; second is the loans and grants in terms of student aid; and the third, as

you probably well expected, will be a comment on foreign student fee differentials.

With respect to tuition, I want to repeat once again my concern that the \$100 across-the-board tuition increase that is being imposed this year is not fair, in my estimation. I don't think it is taking into consideration the varying ability to pay of students at undergraduate, graduate and professional school level. I don't think it takes into consideration some of the financial resources they either do or do not have available to them. We have been through this before and I don't expect, as a matter of fact I am reasonably sure, that you are not going to make any change this year. What I would like to have from you, because I understand you have been doing some thinking about it in the meantime, is to what extent it might influence your thinking in the future, whether or not the points I have been making in the last year have any validity whatsoever and whether your staff have found reasons to be able to prove they don't have any validity. I would like your reaction to that, because I have understood both directly and indirectly from you that you have considered those possibilities. I won't go through the whole thing again, we have been through it before.

With respect to the loans and grants, I have examined, the OLANG proposals pretty carefully and compared them with the OSAP arrangement we presently have in existence. While there are obviously some advantages to OLANG, I can see probably as many disadvantages. It seems to me it is strictly a tradeoff. Where we are providing more loan money on the one hand, we are also charging interest on it right away. Where we are providing more grant money for lower income students, we are making it more difficult for middle income students. I think if you take—and I have tried to do this—the total pros and cons of the two programs you end up with almost a zero line at the bottom.

I would certainly hope you don't take that thing exactly as it is. As a matter of fact, of all the briefs that came in to build up OLANG, the one that came from the awards officers at the universities seemed to me to be the fairest. If you have to take any one total package I would certainly hope you look at that one again. I have talked to a couple of the awards officers and the impression I get is that they are the front line troops, the ones who have to deal directly with the students, more so than your student award branch down here in

Toronto. I distinctly got the impression they had some pretty good ideas.

There are two areas here in particular, Mr. Minister, to which I hope you will give very careful consideration when you are reviewing it. I would suggest they are the two areas that probably cause more problems than any other; they are the fixed figures for summer earnings and parental support.

I have talked to some of your officials in the student award branch and I know the reasons they are in there. At the same time, however, everywhere I go, everyone I talk to eventually brings up these two points as causing the most concern. I know there are disadvantages in going to actual figures. I would have to suggest to you, though, that if we have to choose between the lesser of two evils, the actual figures probably would be preferable to fixed figures.

I don't pretend to know all the mechanics of putting that in, but I would only suggest to you very strongly, and I am sure that it has been suggested already by many bodies, that if there is one place that needs an awful lot of looking at, it is those two areas—actual figures for summer earnings and actual figures for parental support.

The assumptions on which the present programs are based simply aren't valid. At least they haven't been valid for the last couple of years. They may very well have been when it was introduced. It may very well have been perceived that at that time it was the lesser of two evils. I would suggest to you, Mr. Minister, that it isn't today.

The second area I would ask you to take a look at again, and you touched briefly on it earlier this afternoon, is where the student justifies a legitimate appeal. I think there that the ratio of loan to grant should apply. I understand your people go over this very carefully. I understand it isn't just a case of someone making an application and your people say: "Sure, because you weren't able to make those summer earnings we will let it go by." I would have to agree with my colleague who brought these to your attention earlier that a mechanism certainly could be built in for the legitimate claim.

[8:30]

You appreciate that this goes right back to what we were talking about in terms of summer earnings and parental support, the whole thing ties together. What I guess I am looking at is this coming fall. A year from now there is probably going to be a whole new program, if I understood you correctly earlier; but I would really think that

if students can come up with documented, legitimate claims for additional support I find it hard to understand that the ratio that would normally apply shouldn't apply here.

Finally, I want to speak just for a minute or two on the foreign differential. I think you know what my feelings are, but I would like to take it from a slightly different point of view. I think I argued the last time we spoke on this in the House—but it has come in since the last time we met here—that perhaps all of the information which should have been taken into consideration wasn't. You may disagree with that, but I would suggest to you that in the interval since your announcement was made an awful lot of people have come forward, have made information available and brought new lines of argument. I believe the minister could, without losing any face whatsoever—and I say that as respectfully as I can—reconsider this whole business. If you don't go back to square one, at least you could make a reduction in kind, at least a moderating move if you will.

The two areas in particular that I would like you to speak to, Mr. Minister, are the two reasons you and the Premier (Mr. Davis) gave for introducing this in the first place. I am going on memory, but if it serves me right I think your first reason was that it was a response to mounting public concern. The second was the need for a clear indication in this period of restraint that you demonstrate that money could be saved.

The mounting public concern, as I recall both you and the Premier discussing it, Mr. Minister, was based on the fact that people out there were very clearly saying we were giving too much away, that we didn't have a responsibility to these large numbers of students on our campuses. As I am sure some of your people may have done, I went out and I talked to a number of so-called people on the street and asked them for their opinions. The impression that I very clearly got was that the average person on the street believed our universities and colleges had a substantially larger number or a larger percentage of foreign students in them than was the case.

You know the figures as well as I do. With approximately 210,000 full-time post-secondary school students in our institutions, and with something like about 10,000 or 11,000 foreign-visa students, we are talking in the neighbourhood of about five per cent. Whenever I was able to quote those figures to a reasonable person—and I would have to underline "reasonable" because some people



in this issue I would suggest to you aren't totally reasonable—I got a very different response. The response was: "That wouldn't bother me. Surely a province like Ontario could afford to fund at the same level as our resident students up to five per cent of its university population."

I would think that with that kind of information, if your ministry, your government, would make that very clear to the public, I don't think you would have to worry about the mounting public concern. I think the mounting public concern—at least the feedback I get—is based upon a misconception of the actual numbers we are talking about.

To give you a very specific example, one of the areas that was brought to my attention over and over again was the medical schools. Yet my understanding from sources in Ottawa is that in the province of Ontario we have only something like about six or seven or eight foreign-visa students in all the medical schools of the province. I think that works out to about one half of one per cent. Yet the majority of the people I spoke to very clearly said "Oh no, the medical schools are filled with people from Hong Kong"—and from here and from some place else; from Africa or whatever the case may be. When they get the real facts they are quite taken aback.

I guess what I am saying, Mr. Minister, is I think you could legitimately point out that a lot of new information has come to your attention that wasn't available to you at the time the original decision was made; and I don't think that is unreasonable. Therefore you could say the whole question has been reconsidered, or at least has been moderated. I understand the other reason you made the decision was that you were told clearly by your people that you could have savings of something like about \$2 million a year in the first year, and by the third or fourth year it would accumulate to something like about \$6 million or \$8 million.

There is one other aspect to that too, Mr. Minister. My understanding that with something in the neighbourhood of about 10,000 to 11,000 foreign-visa students spending something like \$3,000 a year in various ways—in tuition fees, room and board, clothing, entertainment, transportation, all of these things—we have a feed into the provincial economy of something between \$30 million and \$33 million from these people. Given the fact that taxation from all sources takes about 40 cents of every dollar back again, that would suggest to me that from all sources we are getting back about \$12 million of that. All right, you can respond to this.

The point I am trying to make is that there is a considerable amount of that money coming back into the economy, anyway. I am not going to repeat the arguments that my colleagues have already used. I think they are very legitimate ones but you have heard them; I support them, every one of them. I am trying to put a couple more into you.

Tied very closely to that, Mr. Minister, in terms of both the amount of money you will save and the amount of money that the economy now gets, we have to consider whether or not the same number of students are going to continue to come. I don't know. I think only time will tell us that. If they don't, in fact we get a reduction in the number of foreign-visa students, then obviously you are not going to save that much money and the economy is going to lose a certain percentage of it. I don't know what it will be.

But if we don't get a reduction I would be willing to predict right now that you will get a rather dramatic change in the mix. You are going to continue to get students from the fairly wealthy families. But you are going to get a decline in students from the more moderate income families, or maybe even those students that have to be supported from one source or another, other than CIDA—I know you have made it very clear that CIDA students aren't going to have to pay the increase anyway.

For these reasons, Mr. Minister, I would really strongly suggest that you at the very least moderate your position, if you can't see yourself turn around completely. Because I am concerned about the effect that that decision is having on the population generally. I made the observation once before—and I must admit that at that time I was talking a little off the cuff, but I was really surprised at the response I got—that in some ways this process is feeding—what?—the racist overtones of some of our people. What we seem to be saying is that these foreign-visa students have in fact been ripping us off for at least five, 10, 15 years and now we are going to put a stop to it. That's just more ammunition for those people who say, "See, I told you. There's another example of what those dindang foreigners are doing to us." I certainly don't think that was the intent—in fact, I know it wasn't the intent. But as I say, the response I got was almost unanimous—yes, it does do that. I don't think we can afford that either.

I guess really what I am saying on the whole issue is that the negative effects so much outweigh the positive ones that I really have to question, Mr. Minister, the value of continuing this and the propriety



of not at least sitting down with your Premier and some members of your cabinet and saying, "Let's take another look at this thing, if not now, then in the very near future."

There are my overall remarks as far as funding is concerned, Mr. Minister. I realize I've ranged very far and wide, and to whatever extent you can respond I would appreciate it.

**Mr. Bounsall:** Just say, "Yes, I agree."

**Hon. Mr. Parrott:** Yes, I agree. What have I agreed to? There was so much there, I am not sure that I agree with quite all of it, but there must be some place that I agreed with something, I am sure.

**Mr. Sweeney:** You are being mean now.

**Hon. Mr. Parrott:** I have these statistics from colleges of applied arts and technology on the level of education. We promised to give that to you—

**Mr. Sweeney:** Oh, that's my colleague.

**Hon. Mr. Parrott:** —the total of new entrants and maybe you will give that to Mr. Van Horne, if you will.

I have tried to make notes of all of your points, or the major ones. I can't deny that Ontario has gone from the position that you indicated in 1969 to perhaps ninth among the provinces; that was a pretty famous report—by Giannelli, was it? Something like that. Yet I think there is one very significant statistic that must be considered: what makes it appear that way is the fact that Ontario is educating so many more students than their per capita share. If you talk about our cost per capita, and not talk about students but the taxpayers, indeed we rank very high—I would hate to say second but I think it is second or third; in 1974-75 that is, our latest figures—in our citizens' contribution to education. We rank very high here in Ontario.

I think that is a factor that must always be considered. How much is the average taxpayer contributing out of his or her income to the educational process? If you look at that as a significant factor—and I think all of us in public service must consider that of paramount importance—then we in Ontario have always stood very high in how we support post-secondary education. Have, and I think will, continue to do so.

**Mr. Sweeney:** Excuse me, Mr. Minister, I'm sorry, I just don't understand the point that you are making. I hear what you are saying, but it isn't clicking.

**Hon. Mr. Parrott:** Well it's just this simple. We are educating far more students, and

you and I, the average taxpayer, are contributing more per taxpayer to post-secondary education than our fellow-citizens in other provinces. This report that you referred to wanted to talk about how much we fund per student.

**Mr. Sweeney:** In other words, the percentage of our students attending post-secondary institutions is higher than it is in other provinces?

**Hon. Mr. Parrott:** That's right. We have 36 per cent of the total population and 42 per cent of the student population of Canada. Obviously, then, if you take the amount of dollars per student, it will come out rather low. And that percentage is growing. But if you take how much we as taxpayers contribute, then we in Ontario have maintained a very high position in Canada. So I hate to see that report taken in isolation. I don't think that the one that you referred to tells the whole story. Mr. Deputy?

**Dr. Parr:** There is another point in respect to the mix of students—that is, who is counted as post-secondary—which perhaps Mr. Wilson could elaborate upon.

**Mr. Wilson:** Yes. If you deal with universities only, you must recognize that Ontario has no transfer program, or CEGEP type of program. Provinces like British Columbia, Alberta and Quebec do not have any, or very few, first-year students. The first-year students are the very low-cost students, so they get a skewed population in there. We are teaching a very high number of low-cost students, who are taken out of the statistics of other provinces.

This is a technical matter, but it is not one that is without significance, because if you put in a lot more low-cost students then the cost per student would drop in a number of other jurisdictions. But we have a complete first year. Every first-year university student is in our system.

In Alberta, BC, Quebec and places like that, the first-year students just aren't there. They are in a CEGEP, they are in a transfer college, a community college of some kind, so they are only doing the upper-level teaching. So when you do it on a per-student basis, it makes quite a significant difference. We have not been able to do anything in quantifying that, but we know it's there.

**Mr. Sweeney:** Where would our grade 13 students fit into that kind of a statistic?

**Mr. Wilson:** Oh, they are out of it entirely.

**Mr. Sweeney:** Well, are they out any differently than these students are out in the provinces that you defined?

[8:45]

**Mr. Wilson:** It's not our grade 13 students. Every first-year university student after he leaves grade 13 is in our system. If somebody leaves grade 12 in another place and goes to a community college for his first year or to a CEGEP for his first two years, he's not in the university system according to the way a number of other provinces report it; therefore they don't have the low-cost students in their system.

**Mr. Sweeney:** It's their reporting mechanism that's different.

**Mr. Wilson:** There's a difference. All we're saying is we can't tell you how much it is, but we know we effectively get the cost per student on a similar basis. We would rise relative to the other provinces; we can't put numbers to that at the moment but we know it makes a difference. We just don't have anything firm on that yet. The transfer program is making a major difference. That's why we think that it does make more sense to look at per capita.

**Mr. Sweeney:** I'll have to think that one through.

**Mr. Wilson:** I'd be happy to talk to you any time you want.

**Mr. Sweeney:** I think I'm getting snowed but I don't know.

**Mr. Wilson:** No, I think you're not.

**Mr. Sweeney:** I'm too tired to be able to figure it out. It will be in the record. I'll have a chance to check it between now and next October. I know what you're saying, I'm just not familiar enough with it to appreciate the intricacies of it. If it's really true, I would have thought someone would have responded to that rather lengthy article Dr. Evans had published in the Star not too long ago.

**Hon. Mr. Parrott:** As a matter of fact I think we did, only we didn't make it as public.

**Mr. Wilson:** We're gentle.

**Hon. Mr. Parrott:** We think there's a pretty valid counter argument. If I were really wanting to be very political on this, as you, I'd really hammer away on the fact that we in Ontario, are second and have been consistently so for the four years we have reported here on the per capita grants to universities.

**Mr. Wilson:** Can I point out that in the year of the biggest drop Ontario took 80 or 90 per cent of the total student increase in Canada. This was the year of the big stop-out. All the other provinces, because they had students disappearing, shot past us; but we were funding additional students that year while nobody else was. The year of the big drop was exactly the year we took about

80 per cent of the total increase in students across Canada. Newfoundland lost about 20 or 25 per cent of its students that one year and shot from the bottom to the top of the list. If you really want to get into those statistics they're wild, that's the only way to describe them.

**Mr. Sweeney:** What you seem to be saying, Mr. Wilson, is we're really not comparing apples with apples.

**Mr. Wilson:** We think not.

**Mr. Sweeney:** I would strongly suggest then, if you can document it, that you should say it publicly. Let me put it in this context: The last time I met with a group of faculty representatives and student representatives this is one of the issues they really pounded at us. They said when you get in there be sure you mention it. They don't understand it.

**Hon. Mr. Parrott:** I agree they do not. With respect, there were members of our caucus who came to us who had had very pleasant meetings with members of the faculty association who were still convinced, unconditionally, that we were still funding on head counts. The more you got in the better it was for us. We've been trying to tell the story and that is one aspect that we have focused on.

**Mr. Sweeney:** I'm not even mentioning that.

**Hon. Mr. Parrott:** I know you're not. To tell it and to have it heard are sometimes quite separate parcels.

**Mr. Sweeney:** Somewhere in here we're talking about information services, with a 40 per cent increase in budget. Maybe we should say something about that.

**Dr. Parr:** Since you brought that up and it will appear on the record uncontested, the additional 40 per cent is largely because of the transfer of publication costs from individual parts of the administrative budget.

**Mr. Bounsall:** On both sides of the ministry.

**Mr. Sweeney:** I notice there's a change; do we get two a day?

**Hon. Mr. Parrott:** Are we finished with that one?

**Mr. Sweeney:** I need time to ruminate on that one.

**Hon. Mr. Parrott:** You asked for the impact on universities. That was a sort of rehash of the previous discussion we had. I'm still maintaining that's zero and has been over the years.

You've read capital funding advice on OCUA. I'm amazed we didn't meet. We've all been in Brock so often. As a matter of

fact, we only missed by one day on one occasion; either yourself or Mr. Warner, I'm not sure who it was. We recognize the legitimacy of Brock. I see the member for that area has now gone. He was in. I thought maybe he was going to sit at this table and add to it.

**Mr. Warner:** He was waiting for the announcement.

**Hon. Mr. Parrott:** Yes, he was waiting for the announcement.

**Mr. Sweeney:** May I pass it on to him?

**Hon. Mr. Parrott:** Not tonight.

**Mr. Sweeney:** A ministerial statement tomorrow morning would be acceptable too.

**Hon. Mr. Parrott:** We're well aware of their problem and, depending on a lot of things, how many dollars come along, who knows what might be down the road for Brock? I can't announce it tonight, that's for sure. However, I think the news is much better for Conestoga and since that's closer to home maybe you'd be happier anyway, I don't know.

I have here the note for the exact dollars. Maybe Mr. Adams would give it to you. They were advised on May 18, 1977, of \$80,000 in planning money for this year; the balance is extremely high in our priority. They're aware that we've set aside the planning dollars and it's been my policy in the ministry, and I think it's one that we've tried to live with and are living with, that we're not about to spend money on planning if we don't intend to follow through with the construction dollars thereafter.

It disturbs me to have someone get planning dollars and then, later, be told that we still don't have any money to build with. I think that's wasted money and I don't like to take that approach. That's why it's been difficult for me in the last two years in this ministry because most of their funds were tied up in commitments down the road two or three years. It was my objective to get back to the place where I had some free money, if you will, for the current year. I think we'll arrive at that place if the Treasurer is at all easy with us during the current rounds of negotiations for 1978-1979 and we will have the ability to say: "Here are dollars to proceed" and not have them caught in a mess where we can't deliver.

It's not been easy the last year and a half but I think it's important that we do get to that place and we are to the place now where, if we say, "Here's planning money," we expect to be able to deliver the facilities. I think Conestoga is reasonably satisfied and happy with the word that they have re-

ceived from the ministry. Do you want to add to that, Mr. Adams?

**Mr. Adams:** No. All I can say is that the president assured me that they appreciated their \$80,000 and they were getting right into it and would be back to us with plans and a total bill for the construction and, as the minister has indicated, it ranks very, very high in our priorities for next year.

**Mr. Sweeney:** Good.

**Hon. Mr. Parrott:** On the monetary controls at universities: There is, as you know, an Audit Act. I guess it's in front of the House now. I'm not as familiar with the Act as I should be, but if people are thinking that there is an indiscretion on the part of a university I'm sure they could use some of the terms of reference within that Act to get at it. I don't know whether you want to say any more on that, Mr. Wilson.

**Mr. Wilson:** I wasn't quite sure whether he was talking about the diversity of spending patterns or actual out-of-control expenditure, because you will see major differences in the spending patterns, say, between the University of Toronto and a place like Trent University. To do dollar-for-dollar or percentage-by-percentage comparisons in detail might leave some difficulty and to set standards in those areas would tend to lead toward an average-out kind of things.

As far as the real wrongful use of money goes, there is a formal audit now that chartered accountants come through with each year and certify the books, so I suspect you're not talking about fraudulent expenditure. That gets at the heart of the academic matter: Should one opt to have big first-year classes; you can have very small upper-year classes? Or should one do small first-year classes and keep things fairly well averaged? You can get some fairly major differences between the policies of institutions on that. If one were to try and control those, I think we'd be at the heart of the academic matter in a way that hasn't been government policy. There would have to be some distinct change in the approach to that.

**Mr. Sweeney:** I wasn't thinking of fraudulent or anything like that, Mr. Wilson. What I was asking more or less was is there any way that you do, or plan to, sit down with representatives of individual institutions and say: "Let's just take a look at the way you're spending your money given the present situation," that kind of monitoring?

**Mr. Wilson:** We are developing a group of things called macro-indicators, which is a nice jargon term for some general indica-



tors of how university performance is going. We hope to use them, not to try to hold people to one standard but to give some measure of the difference and to raise questions about why it is somebody is doing things in different fashion. We are negotiating that.

There's a tripartite group—the Ontario Council of University Affairs, the Council of Ontario Universities and the ministry—working jointly at trying to set something like this up. It's difficult trying to get agreement on what the macro-indicators are, but we are making progress I think in that direction.

**Mr. Sweeney:** Let me just give you one example, Mr. Minister, and I am not saying there is anything wrong with this but I just wonder whether anyone even asks.

I notice for the University of Waterloo, 1977-1978 budget, 38 per cent is geared to faculty salaries and 37 per cent is geared to all other salaries. I would have to ask myself—I don't know what the answer is at the moment—how come you would be spending almost as much money on salaries for all other people as you would for the faculty itself.

My recollection of working with a school board was that we spent about 60 per cent of our total budget for academic salaries and about 10 per cent for all other salaries, that's everything. I would think somewhere along the line, some questions should be asked. There might be very legitimate answers; I don't know what they are. But that's the sort of question I would have to ask myself. Is that done or is university autonomy such that you can't even ask those kinds of questions?

**Hon. Mr. Parrott:** No, no, we ask.

**Mr. Sweeney:** There may be a perfectly legitimate answer.

**Hon. Mr. Parrott:** They are very helpful in giving any information that we want, but that's quite a different question asking for line-by-line budgeting and you are not proposing we return to that.

**Mr. Sweeney:** No, I am not.

**Hon. Mr. Parrott:** I am sure you are not. So if we want some information we can get it. I am sure that they have been very good over the years in giving us information, but more particularly, as Mr. Wilson suggested, we are looking at large indicators, I guess that's—

**Mr. Wilson:** One comment, Mr. Minister, it is possible there that the academic ranks is only that—the ranked professors. Other

instructors in lower ranks and a lot of research assistants are in other salaries and wages. It's a convention that has been used by the universities, and it does tend to cause it to appear roughly balanced, but a lot of essentially academic work is under what's called other instruction and research and other salary and wages, which get lumped into that 33-34 per cent. It comes close to matching the 37-38 per cent that's typically in faculty salaries. It isn't quite a straightforward split between purely academic and all others. There are research assistants and untenured people in there as well.

**Hon. Mr. Parrott:** Is that enough?

**Mr. Sweeney:** Yes.

**Hon. Mr. Parrott:** I would like to spend a little time, Mr. Chairman, in discussing—and I think with perhaps the participation of others than just yourself, Mr. Sweeney—how you would propose that we would give an estimate of funding four years in advance. That is, would you agree first of all to start out that if next year they were able to come within two per cent of their budget, that wouldn't be a bad guess, would it?

**Mr. Sweeney:** No, I wouldn't think so.

**Hon. Mr. Parrott:** All right, if they hit the budget right on, it's no problem. They are budgeting now. I am sure they are thinking well in advance and they are doing that. They can adjust a small percentage change, but you would I think agree that if in 1978-79 they are estimating they will receive X plus two, or X minus two per cent, that would be something they could adjust in the final throes of their budget consideration, or in the subsequent year, if it was too serious.

**Mr. Sweeney:** The thing that I am trying to get at, though, Mr. Minister, is that they don't feel that they know—and I am carrying a message here quite obviously. They don't feel that they know far enough in advance what they can be reasonably sure of, so as to make the kinds of four- or five-year decisions which I feel almost have to be made in an institution like a university and a college. It's that kind of insecurity, uncertainty, lack of predictability that I feel could be built in with reasonable security. I think a government could go out on a limb for that.

[9:00]

**Hon. Mr. Parrott:** You would like nothing better, to be very blunt about it, than to trade chairs, and then you might want to change the percentage the universities are going to have next year, and this relates to capital funding in the truest sense of the word. If we were to play the game for a

moment and if we did change chairs, would you like to have your government policy so tied up to what I had decided that you would have no options left to you? I can't imagine, if our roles were indeed reversed, and I looked forward then to reassuring this chair, that I would want to be tied down, not just in this ministry but in all ministries.

If you can make the case here, you can make it in many other places, but let's deal with this ministry only in assuming an arrangement where policies were indeed tied so there was no recourse for five or six years. In other words, tie in the capital funding allocations for five or six years in advance. It would make for great planning, because planning on capital expenditures is even more important than operating expenditures, or just as. It is certainly very important. I don't understand why anyone would want to give that guarantee ironclad, and unless it is ironclad then what value is it four or five years down the road?

**Mr. Sweeney:** I don't think, given the information we have at the present time, capital funding is the critical one. I think it is operating.

**Hon. Mr. Parrott:** Yes, but over the years capital funding has caused us the operating costs. If in 1964 they had decided no community colleges would be built, there would obviously be no operating budgets today. That's only 10 years ago, essentially.

**Mr. Sweeney:** Given the agreement that for the next decade at least there is going to be very little capital expenditures other than maintenance and repair, minimal compared to what it has been, you would almost be in a better position to undertake longer range forecasting for operating purposes. That's kind of out of the way.

Coming back to your original question, I can see your hypothesis and I would certainly accept the potential of that hypothesis. I would be quite prepared to accept, in the best interests of the universities and colleges of the province, at least the minimum figure that has been set by a predecessor government. If I wanted some options, it would be to do more not do less.

**Hon. Mr. Parrott:** Let's role play it a bit more then. How much are you proposing that system should be increased in 1978-79, 1979-80 and 1980-81?

**Mr. Sweeney:** Right now?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** I don't know. I haven't got a figure. I am not in the position to make that decision, quite frankly.

**Hon. Mr. Parrott:** I am not too sure you are in any poorer position than I.

**Mr. Sweeney:** I don't have the resources you have.

**Hon. Mr. Parrott:** It becomes a matter of dialogue with the Treasurer on how many dollars we are going to have down that road and how much inflation there is going to be in this country in the next three years. That's by far the biggest factor. I can't help but go back to the year, say 1973-74 or 1972-73; if we had predicted the next three years of university funding, I can't in my wildest dreams believe we would have predicted in 1975-76 we would have a funding increase of 16.9 per cent in that year followed by 14.4 the next year. In 1972, if some minister sitting in my position tonight had predicted that kind of mammoth increase in university funding, they would have been looking for a new minister the next day and I think they would have been wise.

If we do the reverse and are very pessimistic now and predict three per cent in the next two years—and let the record clearly show that is not my prediction—if we talk about three per cent next year and two per cent the year after that and 2.5 per cent the year after that, they would be more applicable than now. You see how impossible it is to come to that kind of prediction given two factors. None of us is that gifted, in looking down the road, to assess the factors affecting university funding which are totally unrelated to the main considerations.

**Mr. Sweeney:** Could you not build in an agreed-upon increase with variables?

**Hon. Mr. Parrott:** Yes, we have tried to do that.

**Mr. Sweeney:** You say to the universities: Starting in 1978-1979 we are saying that for the next four years it will be no less than a six per cent increase; if we have an inflation variable which is higher than that, we've got to take another look at it; if we have startling fluctuations in enrolment, up or down, we've got to take a look at that; but you're guaranteed at least that much.

**Hon. Mr. Parrott:** I think that is, indeed, what we have been doing for the last couple of years; and coupled with that we've said to the universities, if you will help us with the program of funding on the way up, we'll try to ease that burden when it's going down. In other words, we've tried to say to them, and have said in a very formal way through OCUA, that we will try to level out the peaks and valleys of the next three or four years.



That, to me, is as strong an indication as the community should hope to get. That was a pretty strong commitment towards five-year funding. It wasn't in tangible, objective terms, but it certainly was a strong statement policy.

**Mr. Sweeney:** Okay, let's try to be a little more tangible. What would be your opposition to saying that for the next four years you would guarantee a five per cent increase?

**Hon. Mr. Parrott:** How would I react to that proposal?

**Mr. Sweeney:** Why would you not do that?

**Hon. Mr. Parrott:** I might be very happy to do that. But let me tell you those other ministries would demand exactly the same commitment. I'm sure the hospital boards of our province would need the same commitment. I would think municipal people need the same commitment, relative to roads or any of the myriad of services. And so all of a sudden we're completely tying in a budget five years down the road. Our ministry budget has to be dependent on other ministries' budgets. We can't set our ministry budget first and let the others worry about theirs second. So we'd have to negotiate right now for all of the budgets in the next five years.

It would, in my opinion, be impossible, and it would have such a tremendous impact upon our province that it might take us down the road to disaster. If we committed ourselves to a condition of a 25 per cent increase during that period of time when outside factors were decreasing, we'd have priced ourselves, or taxed ourselves, right out of existence.

I find that nice to talk about and it's nice to dream that we could do it, but when you get to the practical realities, I think you can only look at the past history and say, well—it's been a pretty stable market we've supplied for the university system. We're committed to doing that on principle in the future. We can say to them we will adjust yearly; but that's all we're doing, just adjusting yearly.

They know just about what they're going to get in 1978-79. I'll bet you if you went to the average president at the university right now he would be able to say I'll bet on X per cent, and I'm sure they'd be within two per cent. That's all they need be. I wouldn't be a bit surprised if they could do it for 1979-1980 as well.

I just can't believe they aren't at this moment in time—having presented the in-

formation to the council and knowing the political and economic climate of today's world—just as able to predict what their budget will be in two years time as we the government are, and with as much accuracy.

You know when you get right down to it, the experts in economics are, supposedly, right in those institutions, I'm not challenging that concept, but if anyone is really in a position to predict the economics of our society two years in advance, surely it would be within a faculty of economics.

**Mr. Sweeney:** That's a fair challenge.

**Hon. Mr. Parrott:** I don't know whether you want to add to that or not, Mr. Wilson.

**Mr. Sweeney:** That's a very political answer.

**Mr. Warner:** Mr. Chairman, the minister's comment about not accepting what has been set by another government doesn't intimidate me one little bit. I'm fully prepared to accept the mantle of government.

**Hon. Mr. Parrott:** You'll be here for that period of time?

**Mr. Warner:** I intend to be, yes. And it doesn't deter me at all. And it seems to me that when change comes about, the people understand that, the institutions understand that, that there is a new government and that there may very well be a new policy. I mean those things happen.

I'll go back a bit. It seems to me that, one, it's possible to adjust funding. Two, financial arrangements are never written in tablets of stone. They are subject to various ways of looking at them through the years. I'm sure that your financial arrangements with the universities have changed over 10 years or 20 years and so they can be subject to change again.

One of the suggestions that I put forward earlier was to take a look at funding over three years, with the third year being a rolling average of the first two, so that you were constantly in a state of groups of three years, and it would provide some stability. But the funding didn't go by itself; there was a planning process necessary from the university, or college. They should do their planning and present to the government their plans—what it is that they want to do and what kind of a price tag they put on it. Then the government tries to match up what they want with what is possible—because normally what they want is beyond what is possible—and then attempt to match that with the type of funding arrangement that I mentioned.



That's very basic and it's very general, but it seems to me that if you aim towards something like that you can perhaps build in a better flexibility than you now have. I agree with John; it's not flexible enough for the universities. Yes, they probably have some guesswork as to what they're going to get next year, but at best it's guesswork. I don't think that's good enough, particularly when you are trying to plan out programs. Colleges and universities like to have some idea as to goals, things that they're aiming towards, things that they want to achieve as insitutions and perhaps it makes sense to make the funding a little more flexible.

**Hon. Mr. Parrott:** I don't think I can add much more. I don't want to take up time. Points were made, counterpoints were made and—

**Mr. Bounsall:** Further to that point may I add another thought? You brought up the matter of capital funding and the unpredictability of it. I think it's pretty well agreed that there isn't much capital for new buildings going to be seen so that it's a minor problem. But with your two-year or three-year, or five-year plan, where that capital funding does take place one can associate with that capital funding rather easily I would think, an associated increase in the operating costs. So when one approves a piece of capital funding, one would know in some detail at the time of approval what operating funds would be associated with it over the next few years.

For example, the biology department at the University of Windsor has an expansion. Well, one can calculate the additional heating, lighting and custodial costs that go with that. If with that capital funding went a commitment by the university to increase faculty, they would tell you that new wing isn't just to accommodate the overflow or tightness of space which they have but that they intend to hire two new faculty members. One could calculate that additional amount of operating funds which may be required at some point to do that, if it's at all necessary. That might be a decision based on funds which they have available. [9:15]

What I'm saying is, fairly readily calculable are the operating funds over the years that go with any capital expansion and if you did adopt a two-, or three-, or five-year plan, that that operating funding to support that capital expansion can be added on at the same time in your planning. I think it could be part of your announcement so it looks like the university is in fact getting more

than it's getting in that particular year—which is always good PR for the ministry.

The capital funding isn't an insurmountable problem when you can add the operating funding to it fairly readily. There might be a mistake or two in calculations but it wouldn't be a decimal mistake. It would be a relatively minor mistake, if at all, in the calculation of that operating expense that would flow from any capital expansion.

**Hon. Mr. Parrott:** Council has some pretty strong advice on what capital dollars should be spent in the next years and I don't think there is any point repeating these here. I'm sure we all realize that, simply stated, the advice is that capital money should be spent to renovate the system rather than enlarge.

I don't know whether either Mr. Wilson or the deputy wish to speak on the bilingual grants. Do you want to make any comment on that?

**Mr. Sweeney:** Excuse me, Mr. Minister, the thrust of the question was more political than administrative. In other words I guess really what I'm asking is to what extent does this reflect the commitment of the government to providing bilingual education at the post-secondary level; if, in fact, it is enough; and how does it fit in with the whole major question we're running around with these days? It wasn't a question about the specific amount of money.

**Hon. Mr. Parrott:** As I've toured the province there are only one or two institutions which really feel that action is required at this moment. If you're listening to them you certainly get the impression that it is not enough, but there are many places where they are quite content with the funding. That's for an obvious reason; there's no bilingual program, so it doesn't affect them. It's a program that has limited application and we have a direct grant from the federal government and I'd like Mr. Wilson to give us a little information. That funding is subject to a little more control than our normal funding, is it not?

**Mr. Wilson:** Yes. It's more or less on a formula basis and generates about \$2.4 million of the \$4.2 million that's gone out. About \$2.4 million was the amount that came from the federal government, against the \$4.2 million that went out for this year. That's roughly the number. It's hard to tell because they pay after the fact when they see how many students are enrolled in bilingual programs, so we make our grant in anticipation and then they reimburse later on, but it would look to be in the range of \$2.4 million to \$2.5 million that would be

forthcoming from that. The difference between the \$2.4 million and the \$4.2 million is clearly on our part, plus some other additions which aren't on the formula side. I don't know if the minister wants to mention the study of bilingualism costs? Have you mentioned that tonight?

**Hon. Mr. Parrott:** No.

**Mr. Wilson:** You haven't? It's just being completed. There was a preliminary run made through the Advisory Committee on Franco-Ontarian Affairs. They had a preliminary study done and the Council of University Affairs is looking very carefully at this to reassess what they think the real costs of bilingualism are. We would expect to get something in four or five months time, hopefully in time for next year, to take a better look at the way the grant should go. Again, I think that's technical not political soil.

**Mr. Sweeney:** While you're on that can I just throw in a "for-instance"? One of the northern universities indicated to me that it's all very well to say you can offer this particular course in French as well as in English, but you only have 15 French-speaking students who want to take advantage of it and therefore there's no economical way you can offer the course. It's that kind of thing that makes it more expensive to offer a course in French rather than in English.

I go along with the point I made earlier, that just getting the textbooks for that course are much more expensive, because only 200 copies of them are printed instead of 2,000 copies and the unit cost is much more expensive.

**Hon. Mr. Parrott:** Of course, that's what this grant is all about—the additional cost. We just agreed to fund law at the University of Ottawa for a francophone course. There comes a moment in time when that course should be self-sustaining out of the BIU—or income chittery, I guess.

**Mr. Sweeney:** Watch it, that's a dirty word.

**Hon. Mr. Parrott:** Take that one off the record will you please? But the dollars that we flow to the University once they say, as an illustration—what are they, \$240 in their law course?

**Mr. Wilson:** About that, yes.

**Hon. Mr. Parrott:** If they get to 60 or 80, if they are in units of 80, should we not then consider that they're a self-sustaining unit? A law school of 80 could function, I would think, quite nicely if it were another university. So at that stage of the game, we think bilingual extra funding should discon-

tinue. They should now go on their normal funding. So we recognize the cost of startup and some additional for maintenance.

The francophone advisory committee is primarily responsible for telling us where those dollars are best allocated in both systems. Certainly Laurentian have two or three programs that they think require startup grants now, and slowly but positively we're coming to grips with those problems. If we give more than the difference between the \$4.2 million and the \$2.4 million this year, then it has to come out of the conventional funding for the university. So you take from one hand and give it to the other, but the system doesn't get more. I think the thing I have to repeat over and over again is that the pie doesn't get any bigger regardless of whether we slice it three times as often.

**Mr. Sweeney:** But we're always facing questions of choices, priorities.

**Hon. Mr. Parrott:** You talk about long-term planning. I think the fewer restrictions we put on the dollars that we do flow to an institution, the more adequately they can plan. If we come in from outside their institution, be it a community college or a university and say that these dollars are earmarked for this purpose and these dollars are earmarked for that purpose, all of a sudden we do far more, in my mind, to destroy planning than we ever could by giving them a long-range projection of how many dollars they're going to have. We limit their flexibility. I think it has been one of the great strengths of our funding mechanism that we have given them total flexibility in almost every instance. I think people could criticize us for too much of that.

**Mr. Sweeney:** Not to have an internal contradiction, I asked myself a little earlier, to what extent do you monitor that? I accept that.

Can I just put a question another way, then, in terms of the specific example I gave you of a university wanting to set up a class in a particular area for French students and they've only got 15 students where you normally should have 25 or 30 to make it economical. The kinds of funds that you're making available under these \$4.2 million are designed to do that kind of thing.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** So you recognize the additional cost of doing that, I guess it's the institution itself that draws the line then, eh? I mean, do they decide that we will choose not to spend the dollars that are available to



us in that program rather than some other program?

**Hon. Mr. Parrott:** As I gave the illustration of Laurentian, they want us to recognize a couple more courses. If they wanted to start up those programs with the dollars available, that's one thing; but to give extra dollars, we've got to find those, and that's the problem.

**Mr. Sweeney:** Okay.

**Hon. Mr. Parrott:** On the College of Art, we've had an ongoing discussion on their capital program. We know they need new facilities and there's no doubt about that. Money is allocated for the College of Art and I've met, I guess, more frequently with them than any other institution. They have some particular problems, but I think they're satisfied that we're working as best we can with them, given their problems as well as our funding dollars. Capital is under, I think, satisfactory discussion at the moment. They have not asked of recent days; the deputy tells me this, and I may let him speak to whether or not there has been much discussion about degree granting.

**Mr. Sweeney:** I asked it in the context because I think one probably influences the other. That's why I put those two together.

**Dr. Parr:** I'm not sure whether, if they gave the degree, this would influence funding. It is several years since the then chairman of the board came to discuss this at a staff level, and since then, to my knowledge they've not been particularly anxious to discuss it further. We haven't brought the subject up either, but certainly they haven't.

**Mr. Sweeney:** It's well in limbo then?

**Dr. Parr:** As far as I know.

**Mr. Sweeney:** You'd better do a check on it.

**Hon. Mr. Parrott:** The next item was a freeze on graduate programs. We asked for a review of that a long time ago, and I'm not being critical of them now but I guess it's a year overdue.

**Mr. Sweeney:** Of whom?

**Hon. Mr. Parrott:** OCUA. We expected that first review a year ago, approximately.

**Mr. Wilson:** For the period ending a year ago.

**Hon. Mr. Parrott:** Yes. That didn't mean it was to be finalized but just—

**Mr. Sweeney:** There's almost nothing in here.

**Hon. Mr. Parrott:** No. I'm now advised that that's coming very shortly. I think it's a very difficult program to come to grips

with because I just wouldn't relish the thought at all, if I were the president of a university or chairman of graduate studies, if I had to sit down and decide that program A was to stop and program B was to continue. It was easy planning in the 1960s because you always could say, "How many do you want and when do we start?" Once you had those two quick answers, it was easy planning. But now when there are some trade-offs—

**Mr. Sweeney:** You were listening before, weren't you?

**Hon. Mr. Parrott:** —when there are some trade-offs that are necessary, it must be an extremely difficult position to find yourself in. I don't envy them, I'm sure the time will come when new graduate programs must be funded, but before we take any positive action on any of those programs we certainly want the advice of the council and I suspect they have given a good deal of thought to that in their last deliberations with the universities themselves.

**Mr. Wilson:** Yes, they had a full session in the latter part of June. Having gone with the individual universities they then met with the Council of Ontario Universities for about a five-hour session on graduate planning, got their viewpoint and are working over the summer to get some advice to the minister. That's our understanding of where they stand.

We would expect nothing before the fall and can't tell quite when it will be after that, but they've got some varying proposals of a quite disparate nature to meditate over and to bring back to the minister. It's been a very long, slow process getting it going, but I think there has been some very serious soul-searching going on during that period.

**Hon. Mr. Parrott:** That's why I wanted to be sure my remarks for the record didn't appear to be critical, because I just recognize how difficult that review is. Fair enough?

**Mr. Sweeney:** It's coming.

**Hon. Mr. Parrott:** With respect to funding and students, again we wind up on the wrong foot. I don't think I can add a great deal to our previous discussion. I am very appreciative of the point that you made, and I give you full credit for having made the point, that the \$100 across-the-board increase is not necessarily equitable to all. But having said that, now to consider changing that would really stir up a hornet's nest. I think you would agree with me.

[9:30]



Everyone who benefited from a decrease in his fee would be very happy. I think that's pretty predictable. But if we then said that all those dollars must be picked up by someone else at present in the system, then all those people who had an increase in fee—even though the number of fee dollars levied in fees for the year had not changed—would be very unhappy because they had had a fee increase. They wouldn't likely recognize they had had an undue advantage. If we could come at this moment, right now, to a very equitable solution as to what the ratio of fee to their funding is, there would be large numbers in a grade that would have an increase. I just can't imagine anyone saying, "Well, we think it's a good idea, because it's fair." They would say, "It's a terrible idea because we have to pay more"—a large percentage in some cases—"and the next student didn't get any increase at all; in fact he or she had a decrease."

So the problem in accepting that concept is not one that I disagree with in principle. I find myself on the horns of the very serious dilemma of whether or not I want to buy that much trouble. I think I've said that outside of this debate. Perhaps we could persuade the system to come forward with that kind of acceptance; but maybe market value assessment will be a big enough problem for any government to live with in one year; so maybe we should do it after market value assessment, would that be soon enough?

**Mr. Sweeney:** Without necessarily putting words in your mouth, Mr. Minister, I think you are saying you would be open to proposals along that line, that you don't, in principle or philosophically or in any other way, disagree with the principle.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** So between now and the next increase you would be prepared to accept that kind of proposal?

**Hon. Mr. Parrott:** I'm prepared to accept that proposal if you are prepared to accept there will be a next increase.

**Mr. Sweeney:** Well now would you sign that one? Where's the record?

**Hon. Mr. Parrott:** We'll both have to read Hansard at some length to see what we just agreed on.

**Mr. Sweeney:** I'm going to have that tattooed on my hands.

**Hon. Mr. Parrott:** You have accepted another increase and you're supporting it, is that correct?

**Mr. Sweeney:** No way.

**Hon. Mr. Parrott:** Oh sorry; well I guess then we're talking about a very hypothetical situation; because you agree we shouldn't change the status quo; and that there's no opportunity for change because you're not proposing a fee increase.

**Mr. Sweeney:** I didn't say I was agreeing with not changing the status quo. I must admit at this particular point in time, between now and September 1977, it would be difficult; I would find it difficult anyway, maybe somebody else wouldn't, to come up with a better answer given the fact you made the announcement quite a long time ago. I'll accept that statement.

**Hon. Mr. Parrott:** So we do agree. I certainly agree with your comments on the zero-line benefits. As you look at OLANG, there are some real tradeoffs in that report; there's no doubt about that. That has obviously been the thing we're looking at. We'd like to think we could invent a better wheel, but that isn't too easy to do and that's about the size of the task when you start looking at our present student assistance program. You can find lots of faults in it, but when you come around to improving it it gets a little more difficult, as I think people on that committee agreed.

**Mr. Sweeney:** What about the two specific areas to which I addressed myself?

**Hon. Mr. Parrott:** I know the two; I'd like to have a minute with the deputy on that.

I want to be cautious on this, because we're right at the wire on our public announcement; and it's such an important issue as far as I see, the student assistance program within this ministry. I recognize that it's the most visible program we have. We're very inclined toward the modification of summer earnings; again not for this year, as the program is set.

**Mr. Sweeney:** I understand we are talking about 1978.

**Hon. Mr. Parrott:** We are very inclined toward the argument for a change in summer earnings; but not so enthusiastic about the parental contribution. A fixed figure for parental contribution isn't quite the same thing as a fixed figure for summer earnings. We can ascertain, quite readily, the summer earnings, but I think you are saying we shouldn't come to a fixed figure but indeed eliminate the parental contribution. Were you not making that proposal, rather than a fixed figure?

**Mr. Sweeney:** Yes.

**Hon. Mr. Parrott:** You want an adjustment to the parental contribution table?

**Mr. Sweeney:** Yes. I was trying to get at a more realistic way of arriving at what in fact parents actually are or actually can contribute. You've got a set figure there. You say the parent under certain circumstances should be expected to contribute \$1,300 or \$1,800 or whatever it is? Yet there are many situations where that is totally unrealistic.

**Hon. Mr. Parrott:** But if we have the Canada student loan, I have very little option on the Canada student loan table. That table is set by the federal government. We have negotiated that, and we appreciate that that table is perhaps now out of date, but given a Canada student loan program as an integral part of any program, then we must accept those tables.

**Mr. Sweeney:** Would you be prepared to seriously renegotiate with the federal government, at the least the lower level of those tables?

**Hon. Mr. Parrott:** Let me tell you we've tried to renegotiate with the federal government at every opportunity.

I would like to say in my own defence, and to be modest about this, that if you were at the council of ministers of education you would agree that Ontario, and therefore myself, has been the most active and the most aggressive in negotiating with the federal government on changes in student assistance under The Canada Student Loans Act. We have carried that ball because we agree there is need for some changes in flexibility and in many things on Canada student loans.

I can't say we are getting a totally unsympathetic ear from the Secretary of State. I have visited him personally and I think we are making progress, but those kinds of deliberations are very slow because I can appreciate he must be very sure that any changes we propose are acceptable to all other provinces. I would like to think in the not too distant future that we will have some real progress to report with our negotiations with the federal government; and one of the areas in which we have been negotiating is this parental contribution.

**Mr. Sweeney:** Would you be prepared to consider a change in the table with respect to the grant portion, which comes totally under your jurisdiction?

Let me preface that, Mr. Minister, by saying this is a personal statement, not necessarily a party statement: I accept the fact that those parents who are able and willing to do so contribute toward their child's education. When I say willing, I mean genuinely willing. I'm sure you and I know, some parents just say to their chil-

dren: "Look, I'm not supporting you. I don't care what the blooming table says or what it does for you, I'm just not doing it. You are 18 now. You are on your own, baby." But given the fact they are able and willing, I think they should; I am not quarrelling with that. It's the same as paying part of his own tuition; I buy that too. But the fact remains that in our society today there are enough situations where the parents simply aren't able to contribute because there are so many other factors which your calculations don't take into consideration, and it's the student who unfortunately gets caught in the squeeze. He or she can't get anything.

**Hon. Mr. Parrott:** Right, I totally agree.

**Mr. Sweeney:** In a sense, the parental income part of it is probably more discriminatory to a student who is truly caught there—I realize that's the difficulty—who is truly caught and who can be manipulated into that situation. It's probably more discriminatory than any other aspect of this thing. In talking to a number of students, I just don't know what to tell them to do. I don't see any way out; it's an absolute dead end.

**Hon. Mr. Parrott:** Yes, I think I fully comprehend what you are saying; and to put it in another perspective, I view that as a social cost of student assistance that we must recognize as well as the economic aspects of student assistance. In other words, it's possible to conceive of someone with absolutely more than enough money to educate all kinds of children who refuses to do so. For us not to recognize that that is so, I think, denies what I would like to phrase as the social costs, if that term isn't misleading to you. There are economic costs, and here's a social cost or a social problem that must be met by a program.

I understand what you are saying, and there is no doubt we are giving those points a great deal of consideration. How it might come out I am not going to say; it might come out different to what you would do, but if you are asking are we giving those two points serious consideration, indeed we are in our programs for 1978-79.

**Mr. Sweeney:** Okay, message received.

**Hon. Mr. Parrott:** So that much is good. I would only want to put on the record too that I agree with you the student awards officers have been consulted, and I agree they do an excellent job.

With that I won't have to answer your points on foreign fees because you are going up to speak in the House.



**Mr. Warner:** I just have a brief question, Mr. Chairman, related to the bilingualism study, the Price Waterhouse study. You went over the timing of that, but could you go over it again for me? Am I to understand it's going to take another four to five months of deliberation or are you having a further study beyond that? Is that what it is, Mr. Wilson?

**Mr. Wilson:** The preliminary study that was done by Price Waterhouse has been looked at very carefully by the advisory council. They decided they had to do some other work to flesh out some of the material that was there.

They have now very nearly completed the technical work. They are looking at that, and they are now in the stages of doing their sort of counsel-type deliberations around what they think might be appropriate to suggest.

I think I have the timing right. That's the stage at which it is at the moment. I can't tell you exactly when the advisory council will come back with an answer to the minister in terms of what they think would be appropriate, based on Price Waterhouse and their own looks, I just can't tell you when it will be but it's on their platter, it's hot and they are working at it. We just don't know when we will receive advice for the minister.

**Mr. Warner:** What happens after it comes back from the advisory council? What's the next step after it comes back from the advisory council, whenever that takes place?

**Mr. Wilson:** On bilingual—

**Mr. Warner:** Yes.

**Hon. Mr. Parrott:** Once they've made their recommendation to us, I guess we have to make a decision, yes or no; and we do.

**Mr. Warner:** Do you think it's reasonable to expect that all of that will happen before next July?

**Hon. Mr. Parrott:** A lot of other people are involved; I could hedge that bet very easily, but I think that's within the realm of a real possibility, don't you Mr. Deputy?

**Dr. Parr:** Yes, I think so.

**Mr. Warner:** Good. Because then it will have been about two years in total from the time when the report was first completed until we get a statement. What confuses me in all of that is that the report said that there was a way to calculate those individual expenses, I take it that what is happening is that there may be some disagree-

ment as to the precise factors that should be used, but basically what it is saying is that there is a way to calculate the funding. You may want to change those factors, you may disagree about what factors, but you can put together a package of factors, you can come up with a funding mechanism. Yet we are going to wait another year before something happens.

[9:45]

I think there is a very serious problem out there, I really do. Universities have a funding mechanism for receiving funds for normal programs and so on. They want a similar kind of treatment for the French language programs, and I don't think it's unreasonable to expect that. Yet there seems to be some delay over all this.

**Hon. Mr. Parrott:** I'd like Mr. Wilson to fill that in a bit more; we have discussed this and I think he can do that best.

**Mr. Wilson:** Maybe I am a bit of an optimist here, but I would think there's a reasonable chance that unless something comes unstuck in OCUA's own deliberations, when it comes time to look at funding for 1978-79 we might have something in place. I may be an optimist here, but I would think there's a reasonable chance of having that happen. There's many a slip—but looking at the way things are moving at the moment I would think there would be a reasonable chance, when we come to look at what funding will start in April/May of 1978, the base bilingual thing will be taken care of.

**Hon. Mr. Parrott:** If you don't mind; you were going to address, Mr. Wilson, the fact the initial report didn't, in our opinion, give us enough information, and indeed was a sort of status quo situation. I think that's the point Mr. Warner makes.

**Mr. Wilson:** I'm sorry, I thought he was worried about where we stood now about getting it through.

**Mr. Bounsall:** Could I just ask a question here? We might reach a point at which you could then proceed. Do you mean that the committee will come up with a particular standard method of calculating the incremental cost of bilingual education, and that formula will then be applied? Is that the aim? Because the Price Waterhouse initial report carefully enumerated the nine areas that came into incremental cost; and then went on to propose six different solutions, take your choice. I assume it's a case of making that choice, or putting together a combination of those six things to arrive at a method of standardizing the calculation



of those incremental bilingual costs. Is that what we are expecting from this committee?

**Mr. Wilson:** If I might have about 15 seconds here, I think I could give you a bit more definitive information.

It may be a little more complex, I realize after talking to Mr. Wright who has been working on this. There is a bit more to be done by OCUA. They have looked at the Price Waterhouse factors as they relate to each institution and are trying to assess its applicability; whether there can be a general formula given the diverse nature of the University of Ottawa, Laurentian, Hearst, and Glendon. It may not be possible to have a completely unique matter, it may be a little more complex than I have indicated, but they are still hopeful of having something out. Whether it will be a uniform, absolutely standard way of looking at costs, or whether it will be something that is tailored to the institution remains to be seen.

**Mr. Bounsall:** Either way, as long as it is fair to each institution.

**Mr. Wilson:** That, indeed, is the target.

**Mr. Warner:** What disturbs me is that it seems to me we have to move as quickly as we can. It isn't enough to offer a first-year in a particular program. The university has to be able to say to that Franco-Ontarian student, "If you begin a program in the French language you are going to be able to finish it. If it's a three-year program, a four-year program, whatever it is, if you begin it in the French language then you are going to be able to complete it in French."

I gather that in some areas of the province they are not able to give that guarantee at this point in time. Part of it relates back to funding, but not entirely because I buy your argument that you have the dollars, and you choose how to spend them, that holds water to some extent. It doesn't if we want to discuss the satellite program up at Lakehead, but in this instance it does to some extent. I think that if you can provide a funding mechanism for bilingual programs in a very sound way, then the universities can move to say to the community, "If you begin the program in French you are going to be able to finish it, and here are the courses we can offer"; and then use that as a basis and start to expand their programs, and perhaps in so doing attract some of the anglophone students as well. That's why I am concerned about the timing.

**Hon. Mr. Parrott:** The only way that will really allow to take off is if some of those

programs mature and then are funded in the normal process; because unless it's sort of like the 1960s of graduate funding, where it is always add-on, then there comes a moment in time where you just don't have more dollars to do another program. But if one matures and can be funded in the normal fashion, then the new one can be added on within the same number of dollars, provided there is a finite limit to the number of dollars.

I think it is correct to say that we hope that they do mature, and I think the prime illustration we were talking about recently would be the law school in Ottawa. It is large enough, and we think there is no reason in the world why that eventually could not be funded in the absolute normal way of any program. Then you have those dollars released to do something else.

**Mr. Warner:** I shall await your announcement—before next July.

**Hon. Mr. Parrott:** Next July?

**Mr. Bounsall:** Mr. Chairman, I have one other area under the main office of this vote, and as we are sort of mixing these points up under the first vote, I have one other area I would like to speak on, then I would be quite happy to move on to the second vote in its entirety.

The part of the main vote that interests me is included in that main office vote. It is the office of the Women's Adviser, and I have some general questions and some very specific questions of Ms. Poglitsch if she is here.

Just generally speaking, before the specifics, I would like to know how the development is coming along of the internal affirmative action program, and your affirmative action programs for the colleges and universities. I might say, however, that if the ministry is really serious about affirmative action and giving affirmative action the place it deserves, I am a little surprised that Ms. Poglitsch's position is not included somewhere on the main flow sheet of the ministry, which was given with the background material of the estimates.

Perhaps, Ms. Poglitsch, it might be more appropriate if I got into the detailed questions, rather than some response to the general overall question of how it is going internally and how it is going across the Ministry of Colleges and Universities.

The 1975 Lewis report on women and the Colleges of Applied Arts and Technology, recommendation No. 4, was that the Ministry of Colleges and Universities sponsor research on the application of the Hay system and other salary schedules to discover whether charges of discrimination on the basis of sex

are valid. How, specifically, has that been done; and what have been the results?

**Ms. Poglitch:** That was one of the recommendations of the Lesley Lewis report which has not been implemented. The ministry has not undertaken research into the application of the Hay system or any other salary or remuneration mechanism. I understand that Hay Associates has been working on the preparation of a brochure which should describe the working of the Hay system, since it is the position of the people in the ministry that charges of discrimination are due to a lack of understanding of how the Hay system works.

So we have given our emphasis instead to encouraging the women's advisers in the colleges, and the personnel people in the colleges, to have sessions and seminars with their employees in which they explain how the Hay system works. As I said, Hay Associates as well has been working on preparing a brochure which would explain the matter.

In addition to that, a number of colleges are undertaking status of women studies within their own organizations, in which they're trying to examine the reasons for sex differentials. It's very difficult; some of them have done extremely detailed research to try to take into account all the various factors, such as years of experience, starting salaries and so on and so forth, which determine one's salary. It's the kind of thing that you can seem to dig in quite deeply and have difficulty coming to a final conclusion.

**Mr. Bounsall:** Do I take it that you're saying the Lesley Lewis report recommendation No. 4 is very difficult to implement, but in point of fact in some colleges there is enough explanation of it and that in fact it is being applied to their sex differential salaries there?

**Ms. Poglitch:** I think to the extent that the basic purpose intended by the recommendation was to examine male-female salary differentials and try to find out the reasons for them so those problems could be overcome, that that is being accomplished; but not in the way it was specifically recommended by that recommendation, which is that the ministry itself undertake research into the way the job evaluation system per se is administered.

**Mr. Bounsall:** In your opinion—not to put you on the spot—but is this a satisfactory way of in fact arriving at the same conclusion as was recommended in recommendation No. 4; or should the ministry in fact be doing a lot more in helping with the application and determination of the reasons; and even de-

termining the fact sex discrimination does exist?

**Ms. Poglitch:** It is my feeling that what is happening at the present time is adequate to find out what the problem is. I personally, from what I know of the job evaluation system, do not believe that it in itself is responsible for any discrepancies.

I think perhaps the administration of it in individual colleges might cause an odd problem here and there. I think another factor that's been found to be a problem in a number of studies is that women have not been habituated to negotiating for salaries. They tend to accept the offer that's made, whereas men for various sociological reasons are more likely to bargain when they're out job hunting and argue for a higher starting salary.

This effect is felt continuously thereafter. If you start at a higher rate, you're going to get rate increases and stay ahead of the game all the way along the line. So there are other factors, other than just the pure design of the job evaluation system per se which are probably far more important.

**Mr. Bounsall:** Are you saying then that the most important factor is the problem of consciousness raising on the part of women, then, at least in terms of that particular point you mentioned, rather than any particular attitude on the part of the colleges in general or one specific college?

**Ms. Poglitch:** I think that's one of the important problems. I think perhaps another one is for the college to properly value the person who's applying for the job and not to underestimate.

**Mr. Bounsall:** That's a college problem then, not the problem of the woman.

**Ms. Poglitch:** Right.

**Mr. Bounsall:** Have you been able to determine how widespread that is?

**Ms. Poglitch:** No.

**Mr. Bounsall:** Are there studies going on?

**Ms. Poglitch:** These studies are done on an individual college basis. I have received the resulting reports but I have not been involved in the actual research.

**Mr. Bounsall:** Who does the analysis of the reports when they come in?

**Ms. Poglitch:** I wouldn't say they are analysed.

**Mr. Bounsall:** By the time you get them?

**Ms. Poglitch:** They are analysed there, yes; they are analysed and recommendations are made to the boards of governors, who usually accept some or all of the recommendations.



**Mr. Bounsall:** So the study, the results and the analysis are all done locally, and you get that entire report.

**Ms. Poglitsch:** Right.

**Mr. Bounsall:** So it's from there, looking at them all as they come in, that you have the pattern emerging, the two points which you've mentioned.

**Ms. Poglitsch:** Right.

[10:00]

**Mr. Bounsall:** On recommendations No. 5 and No. 6 in the Lesley Lewis report: Recommendation 5, "That in keeping with the green paper Equal Opportunity for Women in Ontario, A Plan for Action, the Council of Regents make special efforts to fill future vacancies on boards of governors with qualified women until such time as women are adequately represented."

And of course in that same report, on page 31, they give the rather damning picture of the female representation on the boards of governors. There is an even more damning picture on the sixth point: "That the Council of Regents communicate with municipalities the position of this government and ministry that women should be represented on decision-making bodies." This would be specific reference to the municipal appointments made to college boards. For virtually all of the colleges, taking into account all the municipalities in which they resided in 1975, there were only five municipalities that had a female representative.

What progress has been made since 1975, between 1975 and now, in the appointments of women, both through influence on the municipalities and the Council of Regents' appointments, and what do you consider to be an adequate representation?

**Ms. Poglitsch:** Mr. Adams, I believe it was, made the point earlier that one third of the members of boards of governors are municipal appointees, with the exception of one college where they're all regents' appointees.

What has happened in the last two years is that there has been quite a significant improvement in the number of women on boards of governors who are Council of Regents' nominees. The total percentage of boards of governors members who were female was approximately 15 per cent when that study was done; it was up to 19 per cent a year later and 22 per cent a year later. So in the current year, 22 per cent of all members of boards of governors of colleges are female.

Now personally, I think that is a pretty fantastic improvement, given the fact that considerably fewer than one third of the positions turn over every year. For example in the current year, only 42 new bodies were appointed to boards of governors. Of those 42 new appointees, as I recall, 14 were municipal, and therefore of that 14 there were 13 who were male. On the other hand, of the remaining 28 appointees who were Council of Regents' appointees, 15 were male and 13 were female.

So I think progress is being made, quite considerable progress given the amount of turnover every year and the fact that the municipal appointees still tend to be male; and from what I believe the latter are mostly elected officials, so that's not something that anybody can do very much about.

**Mr. Bounsall:** So the municipalities' appointments being from those elected persons, it's a problem over which the Council of Regents and yourself have very little control, except in the general area of recruiting obviously capable women to run for municipal government. Do you personally get into any of that on the side?

**Ms. Poglitsch:** No. Some of the colleges have been into women in government conferences, in which I'm sure they try to encourage more women to become interested in local government, but I personally haven't.

**Hon. Mr. Parrott:** I think there's an old saying, Mr. Bounsall, perhaps we should put our own House in order first.

**Mr. Bounsall:** Oh, well then you're admitting that your own internal house should be subject to these action programs.

**Hon. Mr. Parrott:** The House up here, that we belong to, on the matter of elected representatives. We really shouldn't be too critical—and I don't know why I'm stepping into the act to defend the municipal councils, but in all honesty before we get carried away with that I think we have to look at our representation here in the House equally. I guess all of us bear some responsibility.

**Mr. Bounsall:** Yes. Particularly the number of Tory ads in the riding of Peterborough last time. It bears some looking into in that regard.

**Hon. Mr. Parrott:** I had the same privilege in the election before that, and I really came out of that battle pretty bloodied and scarred; I don't have too much sympathy, I think they can defend themselves very well.



We're off track badly aren't we, Mr. Chairman; have I interjected?

**Mr. Bounsall:** Going on, further, I assume that under recommendation No. 9: "That each college president in consultation with the board of governors have assigned an individual within the college to co-ordinate and implement and design the actions appropriate to the status of women within their colleges;" I assume that has taken place. There is no recalcitrant college lying around?

**Ms. Poglitch:** There are some that are perhaps not moving as quickly as we would like, but I would like to step back a moment and explain that we didn't implement those recommendations in that report as they are. What happened is the recommendations of that report, along with the affirmative action program for women Crown employees, which came from the Ontario government, were brought together in a set of guidelines that were specifically drawn up for the colleges by the ministry. So it is actually the guidelines that were issued by the minister to the boards of governors in March, 1976, which is the basis for the action we are pursuing with the colleges, not the recommendation of the Lesley Lewis report.

In the affirmative action guidelines for the colleges the ministry requested the colleges to undertake affirmative action programs for college employees, as well as undertaking activities with respect to students in the community, which would tend to broaden opportunities for women in the long run in the society as a whole—such things as the women in government conference, which I mentioned earlier.

**Mr. Bounsall:** I assume the guidelines sent out asked each president and each board of governors to appoint at least one individual, or identify one individual, for the purpose of any program?

**Ms. Poglitch:** Yes. We asked them to assign responsibility for co-ordinating and implementing an affirmative action program. That doesn't necessarily mean that it is a full-time person in each college. Some colleges have assigned full-time people, but as I recall not very many—only two or three at this point. Some others have assigned part-time people and still others have assigned it as an additional responsibility to someone who is already fully employed at the college. One further point too is that is you can't necessarily assume that the college that has assigned the most staff to it is the one who is doing the best job of it.

**Mr. Bounsall:** That was my next question: Have you noticed from the reports any correlation at all?

**Ms. Poglitch:** At this point I don't think I have seen any correlation between the amount of resources or staff allocated to the program and how well it is developing. It seems to be a very individual situation, based as much on the president's intentions and the past developments at the college, such as the degree of familiarity with women's issues and other factors such as the awareness in the community in general. Factors such as that seem to be more significant than whether or not one has a full-time person allocated to the job.

**Mr. Bounsall:** This must be fairly frustrating then, this lack of correlation with the staff person, or how much time that person spends on the program, but more with the awareness of the president, and the awareness of the community. What is it, if anything, that you can do about that? It must be fairly frustrating for you.

**Ms. Poglitch:** There are other factors as well—the approach that they are taking in the college and the qualifications of the person they have appointed to do the job, and that person's own attitude. There are many factors that go into it. And yes, it is frustrating.

**Mr. Bounsall:** Do you co-ordinate conferences of these full-time, part-time and additional assignment people? You say that one of the factors is the approach they take within the college. Have you been chairing meetings of those people so that you can share the good points of the program?

**Ms. Poglitch:** I participated in one meeting recently which was a province-wide meeting, and I have another one planned for August. However, my approach from the beginning has not been to plan on bringing them together from all the colleges for various reasons, including the difficulty for them of finding time to get away all at the same time for meetings. Instead I chose—and I thought it would be more effective—to meet with them individually at their colleges, since each situation is unique when you take into account the management style at the college, the local problems and the approach of the women's adviser. I use that term loosely; all the colleges don't use the term women's adviser. So I have tended to work with them individually rather than as a total group.

As is true in the ministry programs the women's advisers have very individual approaches and so do some of the presidents. It is quite impossible for me to insist that they take one approach and it is probably not

productive if they feel that another approach is more suited to their circumstances.

**Mr. Bounsall:** Okay. Did the guidelines set out by the ministry, therefore, speak to points 12 and 14 of the Lesley Lewis report? That is the clarification of the criteria for hiring and promotion and the immediate elimination of formal or informal anti-nepotism rules.

**Ms. Poglitsch:** Our guidelines suggested a variety of activities which could be undertaken by the colleges under basically two major headings, staff and students. Both of those points that you mentioned were listed in the guidelines under the staff section.

Many of the colleges have undertaken to look at both of those. Both of them are quite natural areas to look at. Some colleges have already changed their anti-nepotism policies and the matter of clarifying qualifications required for promotions. The affirmative action program as a starting point tends to clarify personnel policies in an organization, not only focusing on that one part of it but on personnel policies and practices in general. It has resulted in their clarification and sometimes the publication of a manual for staff for the first time.

**Mr. Bounsall:** So really in getting into the position of women in the colleges you have found that what you are doing is dealing with the hiring practices in general of the colleges. You have got into that area of personnel procedures.

**Ms. Poglitsch:** When you get into affirmative action, period, you are into personnel management—human resources management in general. And the point I have made on occasion is that if people were doing a very good job of human resources management affirmative action would be, if not unnecessary, at least a great deal easier than it is now. But you are trying to put quite a refined program on top of some fairly basic problems sometimes. So it really requires starting from scratch, which is why it is so difficult.

I don't think people often appreciate how difficult it is to get an affirmative action program going in an organization. You are not only running into various kinds of policy and practice barriers and attitudes that relate just to women, you are running into practices that affect the whole gambit of personnel management.

**Mr. Bounsall:** How much staff do you have?

**Ms. Poglitsch:** I have one full-time assistant.

**Mr. Bounsall:** Do you need a bit more to get the program moving a bit faster, or

would that be counterproductive? Could you move it faster if you had more staff?

**Ms. Poglitsch:** I don't know. I suppose so. I suppose if one had more staff to assign to a program one could be out there giving the colleges more help, provided you hired the right kind of person. However, my assistant has developed very well over the last couple of years that she has been with me and I find that we have been able to mesh quite well.

**Mr. Bounsall:** So you feel you really don't need an additional person—there would be no dearth of applicants for the job I'm sure—to help in this regard? It is working quite well now?

**Ms. Poglitsch:** I think we have got over the most difficult part, which is the introduction of it.

**Mr. Bounsall:** I am trying to get you more staff! Okay we will move on to another area.

Interjections.

**Mr. Bounsall:** It is like pulling teeth.

**Ms. Poglitsch:** Thanks very much. I appreciate it.

**Mr. Bounsall:** I am naturally more zeroed in on the hiring and personnel practices with respect to that hiring than I am in the student field; that was inherent in many of the recommendations too. But I couldn't see—one of my weaknesses—in the reports relating to the colleges and the universities—that is sort of the next stage—and it would be much fuzzier in my mind, how you increase the population of women in graduate schools at universities and within the student body and in various courses at the college level. You have also commented on that. How do you do it and what are you doing in this area?

[10.15]

**Ms. Poglitsch:** I can only comment on the college part of that question. Almost all the colleges, even if they are not very far along in their affirmative action programs, are quite concerned about outreach to recruit students into non-traditional programs. The greatest emphasis has been made in the technology area, where colleges are concerned with attracting more females into technology. On the other side of the coin, some colleges are also putting effort into attracting males into such traditionally female programs as early child care workers.



**Mr. Bounsall:** They did attract some males into nursing and they are unemployed like everyone else among the nurses.

**Ms. Poglitch:** That is right. This is done through a variety of means, including first of all reviewing college publications to ensure they are not sex-stereotyped. For example, if you publish a brochure about your technology programs, that it does not only show males and that it does not only say he. This is pretty straightforward and basic, but it must have an effect upon the people who read it.

In addition to that, the colleges have various kinds of high school liaison activities where they put on career days at high schools and where they reach out to students in this way. They show special films, such as the one produced by Niagara College called *Why Not Technology?* They are undertaking special efforts like that, particularly to attract females to the usual male programs or vice versa.

Another approach which many of them have taken is to use non-traditional models, that is when they have a career day at a secondary school to make sure they have female students from the college who are from the technology area so they can not only say it is okay for them to go into technology, but they can actually show female college students who are in technology. That is another one.

Sault College have undertaken a program whereby they bring female high school counsellors into the college to explain the technology programs to them, because they feel since the female counsellors probably have not been exposed to technology, they will not be as well equipped to encourage their female students into it. I think that is another innovative program that one college has undertaken. They are coming up with new ideas all the time in that area.

**Mr. Bounsall:** Sault has done that. I assume there has been a change on their board of governors to include some females. In 1975 there were not any appointees by the Council of Regents or from the local government. I assume there are now.

**Ms. Poglitch:** Yes, there are one or two women on Sault's board, I forget which. There are not any colleges right now which do not have women on their boards of governors, and I think there is only one which has only one woman. There are about 13 which have two; and then there are two, I think, that have five. Five is the greatest number of women on any board at the present time.

**Mr. Bounsall:** The one question which I recall I asked, which you haven't answered yet, was the recommendation which I suppose came out in the guidelines. The recommendation said until such time as women are adequately represented. I asked you what you would consider adequate. Was that phrase repeated in the guidelines or did the guidelines further define what was adequate?

**Ms. Poglitch:** The guidelines did not make a reference to the appointment of women to boards of governors. Those appointments are made by the Council of Regents and it does request that the boards recommend female names as well as male names when they are making recommendations. That was not in the guidelines per se. I would hesitate to say that one could say what a reasonable number is.

**Mr. Bounsall:** No, the phrase was "adequate".

**Ms. Poglitch:** I would hesitate to say myself what an adequate number would be. Boards do attempt to reflect a cross-section of the community, as you are probably aware.

**Mr. Bounsall:** We won't get into that argument at this point.

**Ms. Poglitch:** Sometimes they have to look for a person who is female, francophone and represents the labour movement.

**Mr. Bounsall:** There are many of those in Windsor, by the way, so feel free. We will send you a list that meets all the criteria.

You gave the impression that your main program was with the colleges, yet we do have the Gail McIntyre/Janice Doherty report on Women and Ontario Universities. I inferred that you were much more involved with the colleges than the universities. Is this not taking place at the universities yet? What is happening in that regard?

**Ms. Poglitch:** It is not taking place in the universities to the same extent that it is in the colleges or in the same way that it is in the colleges. Again, going back to the earlier discussion on previous questions, because of the difference in the relationship between the ministry and the universities as opposed to the colleges, the report was sent to the universities by the ministry with the request that if have not already done so, they consider implementing the recommendations in the Gail McIntyre report, but I have not been involved with universities subsequent to that.

**Mr. Bounsall:** One of the recommendations was that the Ministry of Colleges and Universities "review annually the enrolment patterns of male and female students at the



undergraduate and graduate levels";—this is in reference to universities—"degrees granted by sex and field; representation of faculty by sex, rank and field; new faculty by sex, rank and field; faculty salaries by sex, rank and field, and senior administrative appointments, in order to determine progress on a province-wide basis." To your knowledge has the ministry asked those questions or collected that data?

**Ms. Poglitsch:** I believe the university affairs division is updating some of that data on an annual basis from the information that it obtains from Statistics Canada.

**Hon. Mr. Parrott:** The one point I would like to interject there is that I think one of the latest pieces of advice from the council expresses the concern of the projection of the increase in enrolments based on a differential between the accelerated rate of male and female. Perhaps I have not said that too well, but it is of great significance because there has been quite a significant difference in the rate of increase in enrolments of universities, with female enrolment increasing at a greater rate than male. If that pattern continues, it will have quite a significant effect on what the peak enrolments of 1982 will be. I think that in that area we are certainly monitoring it very well, because of the significance it has to the peak.

**Mr. Bounsall:** Yes, I understand that. I gather the trend in the last few years has been—I see it in my caseload—for single-parent women in their thirties to go to university. They were usually women who married young and who are now realizing their potential. So in the undergraduate enrolment, I am sure that is being reflected as you say. But it also indicates a look at the faculty as well. Are those statistics being collected?

**Mr. Wilson:** There is not very much on the faculty in shape now, but you might be interested in the way the student figure has moved from about 38 per cent of full-time undergraduates in 1972-73 to 42.5 per cent female in 1975-76. At the graduate level it has moved from 23.7 to 29 per cent over that same period. So we are now, I think, in the range where the role model is there for women who do choose to move. Certainly it is well known that in areas such as law and medicine, a very great increase in the female participation has been taking place.

**Mr. Bounsall:** You are still speaking of the student now?

**Mr. Wilson:** The student, yes. I have no data on the changes in the faculties. We do not have anything on that one at the moment.

We are reworking those files and may have something shortly but we have not at the moment.

**Mr. Bounsall:** I would just say to the minister do you not find this a field that you might want to investigate? If not, why not? You have a two-year-old report now which indicates you should be moving in that area. There has certainly been some progress made at the colleges. I understand it is a bit more difficult to get a handle on the universities and in hiring practices you are trying to influence all the faculty in the given department because in many instances they all get involved in the hiring. It is a bit more difficult situation than simply talking to one dean or one department head, as you can at the colleges when you have all the faculty involved in it. But would you not find this a valid activity under the item on analysis research and planning in vote 2701?

**Mr. Wilson:** I stand corrected. We could provide something tomorrow, an update on the faculty side of things for you. The information is in better shape than I realized it was, so we can give you something tomorrow on what has actually happened. I think you'll find it's moving, even though under less formal aegis than on the college side. We'll get that for you tomorrow.

**Mr. Bounsall:** Okay. I have one final question of Ms. Poglitsch. You didn't get anyone into your particular area under the Experience 77 Summer program, I gather. Would you be able to use a student under this area effectively?

**Ms. Poglitsch:** I purposely didn't request a student. I think I would just as soon leave things as they are for now.

**Mr. Bounsall:** Okay, I'll accept that answer. It wasn't for lack of space, a desk to put her at or something—

**Ms. Poglitsch:** No, there was space.

**Mr. Bounsall:** —or a location to put them across the province if it would help at an individual college, that maybe the president and the community had the right attitude that because it was an add-on job to the woman adviser appointed there, they could use some help; there is no problem with doing that, I gather?

Let me ask it again. If you had that situation, would a four-month student be useful in a situation like that? I don't know whether you have one that meets those criteria—a good president, a good community, but the job very much an add-on and maybe they're not getting to the job because of the overall workload.

**Hon. Mr. Parrott:** Just for clarification, are you talking about a summer student or are you talking about an OCAP student?

**Mr. Bounsall:** An Experience 77 program student.

**Ms. Poglitsch:** That's a summer student?

**Mr. Bounsall:** Yes.

**Ms. Poglitsch:** I'm trying to think of a college where that might apply. There probably are colleges where summer students could be useful but I haven't discussed that with any of them and I don't know that they wouldn't just go ahead and hire their own.

**Mr. Bounsall:** One reason I asked the question was that for the one job which was available in the Experience 77 program in the women's bureau here, there were no fewer than eight, that I know of, who came through my office for that particular job application. So there certainly is a lot of interest among women looking for summer jobs in this area if there are openings. I would think it might be an area that you might look at to see if it was worth making an application for.

When I asked the women's bureau here—and I thought it was incredible—as to why there was only one, they only had physical room for one. They would have liked more but they had one desk and one location and that's the reason it was one in terms of their submission. They asked for one and they got their one. But within three weeks of the booklet being produced, they had over 300 applications, I think, when I asked how the applications were coming. It was a tremendous sorting job by some very capable people.

**Ms. Poglitsch:** There are quite a few students employed in the affirmative action program in the Ontario government. This summer, as you may be aware, they're scattered throughout the various ministries. Not all ministries have them but there are quite a few.

**Mr. Bounsall:** And your ministry didn't get one?

**Ms. Poglitsch:** Our ministry didn't ask for one.

**Mr. Bounsall:** Okay. I have, Mr. Chairman, under vote 2701 but further on down under analysis research and planning, one other area that I'd like to get into.

**Dr. Parr:** May I respond to the question you asked at the beginning, Mr. Chairman, as to JoAnn's name not being on the organization chart. It is reprehensible, but it's a standard issue, government-wide, ministerial organization chart of branch directors and above.

**Mr. Bounsall:** It just reflects the general government attitude in omission.

**Dr. Parr:** If we had the organization chart for that particular part of the ministry, of course, it would appear.

**Mr. Warner:** She's a secondary wage-earner, according to Darcy.

**Hon. Mr. Parrott:** I think it would be wrong for me to single out any particular person but I would like to reinforce the point that JoAnn made about working on an individual basis.

As I sign letters that she prepares for me, I find she does not write one form letter 22 times and (a) that's appreciated, and (b) it reinforces the point that she made that she takes an individual approach. That's the only sensible approach to this program, in my opinion, because some of the colleges, without question, have responded admirably, but others have not to the same degree. I think she's making a very sensible approach by doing it on an individual basis.

**Mr. Warner:** You have to get through to those universities, though, and there's a real problem there. We have a Woodsworth College, and agreed, it's doing a lot of good things, but that's not enough in the province of Ontario.

**Mr. Chairman:** Shall items 1, 2, 3, 4 and 5 in vote 2701 carry?

Items 1, 2, 3, 4 and 5 carried.

The committee adjourned at 10:30 p.m.

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Bounsall, E. J. (Windsor-Sandwich NDP)

Parrott, Hon. H. C.; Minister of Colleges and Universities (Oxford PC)

Sweeney, J. (Kitchener-Wilmot L)

Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

Warner, D. (Scarborough-Ellesmere NDP)

**Ministry of Colleges and Universities officials taking part:**

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division

Humber, J., Director, Institutional Accounting and Architectural Services Branch

Parr, Dr. J. G., Deputy Minister

Poglitsh, Ms. JoAnn, Women's Adviser

Wilson, B. A., Assistant Deputy Minister, University Affairs Division













# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



**First Session, 31st Parliament**

Tuesday, July 12, 1977

Speaker: Honourable Russell Daniel Rowe

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

TUESDAY, JULY 12, 1977

The committee met at 3:37 p.m.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

On vote 2701, ministry administration program; item 6, analysis research and planning:

**Mr. Chairman:** The meeting will come to order.

**Mr. Bounsall:** Basically, what I want out of item 6 is precisely what research and studies are now going on in your ministry. The background material in the estimates book indicates what has been going on, such as projects completed during the 1976-1977 year, but nothing of what is current now or what is planned for the estimates money that we are spending this year.

I would like a rundown of the type of projects that you are involved in and, arising from that, a discussion of them. From the estimates book, we covered the points, I believe, on the opening of anything I wanted to ask about the study of the instrumental cost of bilingualism. But the other study which interests me, on which the reporting has not yet been done, is the educational needs of native people. And I have some questions on the council of native education and native education in general.

How many native people were on that council? And is the ministry involving native people on the boards of governors of the colleges to which they would normally be attending. Just what sort of a role are they playing, particularly in college education? We know there are some education activities going on close to some of the reserves. Just how much input do the native people have on an ongoing basis, quite separate from the council on native education?

**Hon. Mr. Parrott:** I would like Dr. McLeod to do the portion on research and Mr. Brumer to do the portion on the native people.

**Mr. Bounsall:** I would like to ask Mr. Brumer just how native people are being involved with the colleges in those areas which serve the native people. I have in mind the north, although southwestern Ontario would be interesting as well. Are some of them on

the Council of Regents? And just how are they meaningfully involved in those programs which are given on or near the reserves? Some specific courses are being given on or near the reserves, I understand, but just how are the native people being involved in the decision-making process in those programs?

**Mr. Brumer:** With regard to the task force on the educational needs of native people, the five major native political organizations in the province of Ontario—the Union of Ontario Indians, the Grand Council of Treaty No. 3, Grand Council of Treaty No. 9, and the Iroquois and Allied Indian Association—were represented on the task force along with the Ontario Metis Non-Status Indian Association. From the general suggestions and the current discussions on native education, they will also be represented on that council.

**Mr. Bounsall:** Are any of them on the boards of governors of colleges which serve the areas they are located in?

**Mr. Brumer:** No, I don't think so.

**Mr. Bounsall:** Are they involved in decision-making or courses—and I gather you have some—which are given by the colleges on or near the reserves in that sort of small satellite operation?

**Mr. Brumer:** There are occasionally courses given on the reserves. Those are usually negotiated with the Department of Indian Affairs and the bands and they would usually request a local college to supply this service. It might be almost any course that they would like and that the college is prepared to offer, or has the facilities to offer; and the course would be given on the reserve, unless it happens to be a course that requires considerable equipment. Then it would have to be at an educational centre.

**Mr. Bounsall:** What are the problems involved in giving these courses which the native people would request on their reserves? You say it must be negotiated through the federal Department of Indian Affairs. Is there any problem with that? If you have a fairly straightforward request from the Indians for a course or a series of courses and you have the space and the personnel, can you get it under way?



**Mr. Kerridge:** I think we are talking about those Indians on reserves at the moment. Generally speaking, the province arranges with the band for programs. There are no standing projects in reserves by the colleges, but the bands do often ask for specific programs, such as academic upgrading or English as a second language and some help in skill areas. Arrangements have been made in 20 or so reserves in northwestern Ontario and a dozen reserves elsewhere, but each of these situations is on request. There would probably be at least one project per reserve per year among those I've mentioned, but they are short term.

[3:45]

In addition to that, there have been special projects. In the Pickle Lake area, for instance, the question about training for the Umex mine came up. Confederation College again did the bulk of the work in actually setting up special programs for that instance. That involved life skill training for people on the reserve at Pickle Lake. Some academic upgrading and other programs were established ready for natives, although the numbers were never finalized as to how many would take these programs. A considerable amount of preparation was made for these people if they wanted to take part in the Umex development.

There's another special project on Manitoulin Island. It's a native project under the name of Wasse-Abin Community College. In that particular case, they organize their own programs in co-operation with Cambrian College and receive credit for the work they do on their own reserve.

**Mr. Bounsall:** Do you have any problems with respect to being able to offer those courses, again provided you have the staff and it's reasonable to be out there on those locations? I recall about three years ago—long before I was critic of the ministry—talking on a rather informal basis to some people, I believe in Thunder Bay from the college there, who were indicating there were some problems with college courses being offered on the reserves with respect to buildings and problems involving the federal ministry.

If you could arrange to have a building off the reserve, there seemed to be no problem. Once you were offered a building on the reserve, you were involved with the federal ministry and that often made it quite difficult and complicated. Are there any problems like that? Have those problems disappeared, if they were there and real? What is the relationship with the federal

ministry and does it prove a problem in being able to meet the courses which the native people request?

**Mr. Kerridge:** That's correct. It's quite complex but I think it's fair to say over time each of those problems has been resolved as it has turned up.

**Mr. Bounsall:** The other question for Dr. McLeod that I am interested in is precisely what is going on in the ministry now and for the rest of the current funding year in research projects?

**Dr. McLeod:** There are probably 15 or 20 projects which we could relate to one by one. They tend to group in categories. The major category, the one that takes the greatest number of dollars and the greatest amount of attention, is the category that I have called program evaluation which covers a number of things. Perhaps we could go through that one first.

You are probably aware from discussions in other years of a project which is going forward at Carleton University and is in its last stages now. It's an attempt to evaluate the social work education and the social work experience activities and hopefully to interrelate them. The nature of the project is to determine what is the hierarchy of educational components moving from the social worker program of the community colleges through to a master of social work and to try to correlate those educational components with the job requirements. Is this the kind of detail you would like to have?

**Mr. Bounsall:** Yes.

**Dr. McLeod:** There are two or three programs which are underway now which relate to the fairly widespread concern over competence of post-secondary students with the English language. There is a study also being done at Carleton University which is to determine what is the nature of the education being given to student teachers in the teaching of English. That program, as with the others, of course, is just under way and it is much too early to have received any information on the results of it.

We have just completed a study—not a study but an activity—at the University of Waterloo, which was an outgrowth of some work done by the university itself over the last couple of years, in which they were attempting to define what the English proficiency should be of a student entering university and to determine what the problems are in reaching that proficiency and how to overcome those problems. As a culmination of their last couple of years' work, they

wanted to have a workshop in which university instructors and high school instructors would compare notes on the proficiency levels that they sought. This workshop has been conducted now and the report is being distributed.

A couple of projects which perhaps relate back to discussions yesterday are attempting to determine the interrelationship of education and the labour force. One is a study of the so-called co-op programs being conducted in community colleges. The purpose of this study is to determine what are the advantages and disadvantages of the co-op mode of delivering education and, hopefully, to determine whether or not that type of education should be expanded in the community college system.

A corresponding type of thing is a study of the programs in the community colleges which have a field placement component, which you will understand is different from a co-op, although related. Again, the nature of this study is to determine what are the advantages and disadvantages of the different types of field placement activity and whether or not to expand that type of educational experience.

Finally, on the question of the interrelationship of education with employment, we have mounted a study to determine the actual cost to different kinds of employers of running an apprenticeship program. The cost, as you will recognize, varies quite widely, depending on the nature of the apprenticeship activity. Also the cost will be more or less defined depending on the accounting procedures of the individual company, which in turn relates to its size. The study is aimed at determining as factually as possible what those costs are.

Further on program evaluation, we have a program under way now to determine how effective the community colleges have been in the education of the diploma nursing graduates. That program is about a third completed now and the evaluation in the field is about to begin.

Under the heading of special studies, we have some four or five which probably are totally unrelated to each other and to most other things. That's the reason for grouping them as special studies.

We are just initiating a study at the moment—in fact the contract has yet to be developed—with the Twin Valleys school to support them in an experimental activity to assess different alternative energy systems and in the process of assessing these alternative energies, which will be solar energy, wind energy and the generation of methane

from reused waste, the purpose of the experiment will be not only to demonstrate the feasibility of these energy experiments but also to devise a curriculum which then would be used to instruct in these technologies at the college level.

We're in negotiations at the present moment and will be embarking on a study aimed at identifying the nature and the reasons for faculty mobility among universities in Ontario. This also goes back to discussions yesterday and the question at issue here is whether or not there are mechanisms that can be used to provide a regeneration of faculty, a regeneration of enthusiasm which arises when new people come on to faculty by virtue of movement among universities, even though there is a freeze on hiring.

Finally in that group is a study which is aimed at determining a more effective method of funding community colleges. It is a study which is underway now and under contract with one of the financial officers in a college.

The final project in this list is one which is aimed at internal administration, if you wish, and that is to test the feasibility of making transfer payments without the complication of issuing cheques. Hopefully this would be done by a computer mechanism. That study is also under way.

Now that, of course, lists only those projects which are active. There are others in the early stages of discussion and which have not yet been given final approval. I do not have a list of those with me. Then there are others which haven't yet been conceived but which will come to light over the balance of the year.

**Mr. Bounsall:** Okay. Could I receive a list of those that are under discussion so we'll know what can be popping up?

Secondly, I assume I will be receiving copies of each of these studies as they are completed and distributed. For example, you mentioned that the co-op engineering study has been completed and is currently being distributed. I assume I will be receiving copies of all of this research material in my office as soon as it is available. Okay? No problem? Fine.

**Dr. McLeod:** I am sorry, there's a little confusion on that.

**Mr. Bounsall:** You mentioned one that had been completed and was in the process of being distributed.

**Dr. McLeod:** Yes, that's not co-op.

**Mr. Bounsall:** Which one was that?

**Dr. McLeod:** That's the engineering technician study.



**Mr. Bounsall:** The engineering technician study. It was mentioned as having been completed in 1976-77. I would be pleased to receive those.

Once you've decided that you would like to do a study on field placement programs, or this engineering technician study which you've completed, how do you go about determining who does the study? Do you have the universities or the colleges firing in to you, throughout the course of the year or continuously, projects which they think would be useful to the ministry that they would like to see worked on? Or do you conceive it yourselves and then look for a university or a college with which to place a contract?

**Dr. McLeod:** We do both, with some modifications to your description. We do welcome unsolicited proposals, not only from the institutions, but from any other source. We do send out solicited proposals through the tendering mechanism—not exclusively to colleges and universities; we do use the private-sector consultants. The selection of the appropriate consultant or list of consultants is done usually by a steering committee which would be different for each project.

**Mr. Bounsall:** Is the steering committee within your research branch?

**Dr. McLeod:** Within the ministry.

**Mr. Bounsall:** Within the ministry, okay.

**Dr. McLeod:** Depending on what the individual in charge of the study sees as the major activity, we will determine who would be the most appropriate consultants to contact.

[4:00]

**Mr. Bounsall:** How many of these current ones that you've mentioned are being done by private consultants, if you like, as opposed to universities or colleges? Is it just the methane one or is it also being done at a university location?

**Dr. McLeod:** The Twin Valleys one, do you mean?

**Mr. Bounsall:** No, the methane one. Is that being done at Twin Valleys?

**Dr. McLeod:** Yes. We have one being done by Fanshawe, one being done by the Council of Ontario Universities and one being done by the Ontario Council of University Faculty Associations. The others are all to private consultants.

**Dr. Parr:** The evaluation one is at Carleton.

**Dr. McLeod:** That's right.

**Mr. Bounsall:** We'll get into more of the funding a year from now than we will now on some of those programs. As I say, I'll be pleased to receive the reports.

**Hon. Mr. Parrott:** If I could interject for just a moment, when I was parliamentary assistant I had a more direct contact with this process, which might be a rather strange thing for me to admit. The reason I don't mind admitting that is I have a great deal of confidence in how the ministry arrives at a decision on their projects. I think Dr. Parr was the person who set up the concept of a management committee to meet routinely in the ministry. They do so every Tuesday morning. When I was there as parliamentary assistant I had the time to sit in on those meetings every week. One of the things I think was most impressive was the discussion within that management committee.

May I point out that all branches of the ministry are represented there. It was really interesting to see, for instance, university affairs people offering very valid comments about projects that were not necessarily related to their division. Once the amount of dollars is established for that division of the ministry, that is, research and planning, the projects that receive approval really do receive a very fine-tooth-combing process to get approval. It's a prime illustration of where various divisions within a ministry do work on a co-operative basis to try to come to the best decision for the benefit of the ministry. I don't think there's a better illustration of where people have attempted to work on a co-operative basis.

One division doesn't say: "I need this much of the pie to get my share." As best as I could see that committee work, they decided what was the most urgent need and assigned priorities. As I recall it—and I don't know whether it's still true—there would be a long list and you would literally reshuffle them as you saw the priority and the need. You would have a standing list waiting for approval. It is a process that has worked extremely well, at least as I'm able to judge it, on establishing priorities within the dollars available for that research.

**Mr. Bounsall:** That sounds like a feasible way of proceeding, I agree. Further to the research funding, I would urge the minister to use his influence to do a lot more applied research. I would say this research you're doing is definitely applied research, not that some of it won't involve, as any research does, some original research components of a highly theoretical nature perhaps. But this is what's generally thought of as applied research.

I would urge the ministry to get into more of it, and perhaps through an expanded committee of the type you have mentioned that meets on Tuesday mornings get into the



granting of government research funds of an applied nature and not just areas that would interest your ministry—for example, the many opportunities there are in Ontario for applied research in some very interesting topics such as energy. There should be some group seeing that more funds go out to tender to universities and colleges and to your private consultants for research in all these areas to be done.

With colleges and universities already in existence, the overhead already provided for, it would seem to me that this is a rather inexpensive way of granting funds for applied research projects. These are projects not just related to your ministry, and it would be an excellent way of getting research done for Ontario in the province of Ontario.

**Hon. Mr. Parrott:** We don't disagree. Our mandate does not include the other ministries. I'm sure they, in their own right, would have a list of projects they are responsible for and are tendered to, both to the college and the university system as well as the private sector, but we don't have an opportunity to view those. Those would be within the same division, I would take it, of other ministries. I'm sure the Ministry of Energy, I'm positive, does have some research projects that it is sponsoring as well as ourselves, but again, with reference to its own interests.

**Dr. Parr:** In the mid- to late-1960s the ministry did have some funds available—about \$250,000 I think—which, through selection committees selected from the universities, used to be distributed in roughly \$1,000 lots to university professors. It was realized this wasn't terribly useful and so, in the late 1960s, I think it was, the suggestion was made that this be given in generally larger amounts for applied topics. I know that because I was on one of the selection committees.

The responses weren't awfully great and it was at that time, I think, that the Ministry of Colleges and Universities of the time decided, with the approval of the Committee on University Affairs, that the best way in which it could spend its research funds was to do research in its own mandated area of post-secondary education, encouraging the other ministries to support applied research to the extent that they could in the universities in their mandated areas. So it was at that time that we moved exclusively into the area of the ministry's concern.

**Mr. Sweeney:** Mr. Minister, I'd like to follow up on the comments that you just made—that you very carefully select the projects that you're going to work on, given

the amount of money you've got available. I understand the Interface study which is mentioned in here cost something in the neighbourhood of about \$600,000 plus. I'm assuming that it was shared between the two ministries, which meant that you picked up somewhere in excess of \$300,000. Yet—and I'm repeating a comment that I made in the Ministry of Education estimates—there are few reports I've ever seen that have so many qualifying statements in it. The general criticism of it seems to be that it was a very massive, a very important, and a very worthwhile project that was rushed through to completion in such a short period of time, perhaps more for political reasons than for anything else, that it really didn't have much of a chance of coming to grips with the real issues that need to be faced. That's said in passing, okay?

**Hon. Mr. Parrott:** I really think the Interface study is only now starting to bear the kind of fruit that we hoped for it. Just yesterday or today, I've forgotten which, I wrote a letter to my confrere, the Minister of Education (Mr. Wells), on an item of testing. I think this opens that door wide for a good deal of deliberation on testing, because there can be no doubt that you can't test in one system, that is the secondary, without affecting the post-secondary—or if it's applied in a post-secondary, without significantly affecting the secondary system.

So I see the opportunities for benefits from the Interface study only starting now. I'm sure there have been some announcements, not by our ministry but, quite frankly, from the perspective of Colleges and Universities. The benefits are not even started on yet. I think it's opened the door for us and we could talk about many other items of benefit that we will derive from that study. There's no doubt it was a very expensive one, but as far as I'm concerned I want to assure you that you're only beginning to hear of the benefits of that study. It's a long way from being completed.

**Mr. Van Horne:** You're not at liberty to say anything more than what you have just said about testing? I'm just wondering if Mr. Wells knows more than we learned from the issuance of that document a week or so ago—the report that was made to him.

**Hon. Mr. Parrott:** Yes, but that's a report to him.

**Mr. Van Horne:** I realize that.

**Hon. Mr. Parrott:** We've had a report from the Council of Ontario Universities, and not the one from the Council on University Affairs. So until we have the report

from the Council on University Affairs and until we get our heads together, be it at the staff level first and then I'm sure at our level subsequent to that, there's no more to say about testing.

But to say that it's a prime concern of this ministry is certainly an understatement. We think it's of the essence. From my prospective, if we did nothing more than get into in-depth study of testing, the Interface study would have been worth it. That's coming down the road. I don't know how soon I should suggest to you that might happen. I think that three or four months from now, we may have a good deal more to say on that subject, but certainly not yet. I would hope we would have—and I expect we will—a very united position on the subject of testing because we can't allow the one system not to consider the effects on the other.

Mr. Sweeney: The reason I raised the question the way I did, Mr. Minister, was to suggest to you that the highly inconclusive nature of the results in this report would lead me to think that it's going to be very difficult to come up with results that are really valid. As a matter of fact, when I first read it, as I just pointed out a minute ago, I found so many places where the researchers themselves qualified what they said.

If I can just quote a letter which has been addressed to you from Graham Murray, I think he says it even better than I'm able to when he uses such terms as, "because of the markedly inconclusive nature of nearly all the research conducted in the principal substantive areas . . ."; "... couched in such tentative and highly qualified terms"; "... the unsatisfactory character of the questions that OCUFA's own educational policy committee found them almost impossible to answer." Then they end up by saying that they're prepared to "detail a methodological shortcoming of the whole Interface work."

Let me go back. I'm in no way saying that this kind of research shouldn't have been done—that it didn't need to be done. As a matter of fact, over the last 20 months, I certainly was one of the House that constantly suggested something like this.

Given the very importance of this kind of study, given the very large amount of money that was spent on it—and that's why I went back to your own words—I have very deep reservations about how effective the findings are going to be. That's the one point I wanted to make.

[4:15]

The second point I'd like to follow right up with is that when this was reported, your

colleague, the Minister of Education, came under some pretty heavy fire. I noticed that you were rather pleased because criticism of your particular ministry was much lighter. But I would like to draw to your attention, Mr. Minister, that if there is one single comment in this entire report which is very damaging, it's the one dealing with the almost total lack of liaison between your two ministries. I am looking at page 105 in the report and I read a sentence like this: "There is essentially nothing left of a formal co-ordinating system." The next paragraph says: "If one assumes that co-ordination must involve each teacher, then the present co-ordination system must be judged as haphazard and inefficient." I can pick out—and I'm sure you realize it—quite a number of other comments that say almost the same thing—almost a total lack of co-ordination and liaison between the two bodies.

Let me follow it up by a third point, Mr. Minister. Surely as an example of the foregoing, in the review of this study, the reports that are coming in now from all of the people out there who were asked to comment on it are being looked at in two completely isolated little pockets. The people working for the Ministry of Education are reviewing all the stuff coming into them; the people who are working for you are reviewing all the stuff that is coming into them; I have talked to a couple of people working on both and they say they have no idea what the other guy is doing—absolutely none. They are doing it in total isolation, and apparently when they get their reports all finished, then they are going to sit down and put them together.

It seems to me the most damning conclusion of this whole report is simply being intensified by the very way in which you are dealing with the report. I'd be quite prepared to hear your response on that, but before you do, may I just quote one other part here that ties in with what I wanted to say before: "Those making decisions with regard to this, heed the investigator's own strong impression of caution as to the reliability and adequacy of the archaeological approach..." Further on: "The ministries themselves have been unable to reach firm conclusions in regard to many points of inquiry including several fundamental areas."

Hon. Mr. Parrott: Who is that by?

Mr. Sweeney: That is by OCUFA as well. This was dated March 31 and I'm not aware of the fact that there has been any contradictory response to it. There may have been but I'm not aware of it.



All I am trying to say, Mr. Minister, is that given the importance, given the need, given the money, do we really have something here that we are going to be able to use? Or is this another case where something very important was rushed through too quickly for other than the professional academic purposes for which it was initiated?

There are several other points I want to address to that but that would have to be my first major question.

**Hon. Mr. Parrott:** I think there are two replies—at least a reply in two parts. It is rather interesting that OCUFA should make such strong criticism of their own members. That is not a criticism, in my judgement, of either the ministry or the system as much as it is a criticism of members of their own association. I remind you that indeed it was members of OCUFA who did the basic research.

**Mr. Sweeney:** That is the whole point I'm trying to get at, that those members, given the time line they had—was it something like 10 or 11 months? It wasn't even a year—objected rather strongly themselves to the inconclusive nature of their findings. That is throughout the report. That is what I'm arguing—that the direction which you and the Minister of Education gave to these people was almost an impossible one to fulfil. That's what I'm arguing for. If you can respond to that, I would be quite happy to hear it.

**Hon. Mr. Parrott:** I don't accept that as a valid criticism. We didn't have any difficulty in having them accept the contract. They were quite eager to do so and the terms were very clearly laid down. They knew what they were buying. It wasn't that they were offered something and then we'll discuss the details later—it was very clearly set out, the essence of the approach, and they were quite prepared to accept it. This indicates to me that they went into the thing with their eyes wide open. To have that kind of criticism afterwards—and by members of their own association—leaves me a little sceptical of the validity of the criticism.

**Mr. Sweeney:** Just one other interjection, I used that particular response because I feel it was worded better than I could. But I said almost essentially the same thing myself within a couple of weeks after this was said. It is not a case of just them. I personally support that kind of statement. I can quote chapter and verse from the thing which demonstrates it.

**Hon. Mr. Parrott:** I think OCUFA, or yourself then, have perhaps confused the

co-ordination aspect of it by assuming that the co-ordination between the systems referred to the co-ordination between the ministries. And there is a vast difference. The very fact we understood there was a need for co-ordination led us to the study. That proves the value of the study, to me at least, rather than the unnecessary essence of the study. Do I make myself clear on that? You said there was no co-ordination. That's what the study was all about, to produce better co-ordination, which proves conclusively to me the study was required. I think I said that more succinctly the second time around.

**Mr. Sweeney:** I know what you are saying. The automatic response has got to be that there have to be simpler ways to identify the fact that there's need for co-ordination. If that's the only reason you did that, if that's the only justification for it, then my gosh!

**Hon. Mr. Parrott:** No, we knew there was need for co-ordination. Now where? These were the things that are starting to show up very clearly in the Interface study and, more particularly, in the responses that are starting to come in. I want to make it very clear, first of all, that the co-ordination that was required was between the systems—secondary and post-secondary—and not between the two ministries. I feel there are no problems in co-ordination between the two ministries. We have a policy field; and we have the obvious dialogue between the two staffs of both ministries and between the minister and myself. Co-ordination there is not a problem, but between the systems, frankly, as we both agree, is a significant problem.

**Mr. Sweeney:** That was my reference—to the systems.

**Hon. Mr. Parrott:** Don't assume, therefore, that the co-ordination between the two ministries is as poor as the co-ordination between the two systems. That's the point I want to make.

**Mr. Sweeney:** I am not making that point though I might at another time. I would question it, but that's not the point I was making here.

**Hon. Mr. Parrott:** All right, we agree then that there was and is a need for better co-ordination between the two systems.

**Mr. Sweeney:** That's where the students are involved. They are falling between two chairs, each side wanting to do its own thing and the kid gets caught in the middle.



**Hon. Mr. Parrott:** That's right. I think it is becoming obvious, as the reports come in, that there is quite a different perspective as seen by the two systems for many things. Testing is as good an illustration as I can mention. It will be the responsibility of the Minister of Education and myself to try to bring about some better co-ordination in the system. I welcome that challenge. I think it is needed. It is not going to be easy. How I envision that will happen is that the responses will come in. The response from the Council of University Presidents is addressed to myself, but nevertheless a copy will go to the Ministry of Education, so that they know very well what their position is. I am sure the same thing will occur with other reports as they come in. We are aware of their reports.

At this moment in time, it is important for us as ministries to develop strong positions, to co-ordinate them and then go out with that co-ordinated approach between our ministries to make a far greater co-ordination within the systems. But we must come to that position within the ministries first and then try to co-ordinate the systems second.

**Mr. Sweeney:** From everything you are saying I am getting the strong feeling that I have to ask why do we have two ministries? I know back in 1965-66, with the tremendously rapid expansion of both sides of the educational system, there was some validity for it. Given the sort of settling of everything down and given the very words you have just used, it just leaps to my mind, why don't we go back to one ministry? Maybe that's the problem.

**Hon. Mr. Parrott:** It's awfully hard not to be facetious here but I won't be.

**Mr. Sweeney:** No, I am deadly serious.

**Hon. Mr. Parrott:** Yes, I know you are.

**Mr. Sweeney:** Deadly serious.

**Hon. Mr. Parrott:** I will refrain from any facetious remarks; the record will hold me responsible if I don't.

I think you are drawing a suggestion that because there is need of co-ordination in one aspect, that would suggest that all of the areas should be put together. I don't think it follows at all. I think our mandate is quite different from that of the Ministry of Education. To be, now, quite serious about your suggestion, there is a lot of logic on the surface of what you say. But I think I can best make my point by saying to you that if I had a free hand and things were as easily done as said, I would very much like to rename the Ministry of Colleges and Universities. The very name itself is difficult to

arrive at. Let me tell you, I have tried, and I understand the difficulty of that.

There are entirely different mandates in the Ministry of Education and in the Ministry of Colleges and Universities, and the difference is simply this. In Education it is compulsory education—by and large, your market is kept—whereas in Colleges and Universities the market is elective. They may or they may not choose to use our product. You can't have that choice in the Ministry of Education; for the bulk of it, you must attend. So I think that if you will take that as a very major difference, then our approach to the problem must be entirely different.

Not for a moment, when I have had a chance to ponder on it at some length, would I believe that those two ministries should be put together, because of what I have tried to briefly outline are the different mandates that I see for the two ministries.

**Mr. Sweeney:** But in fact, the reality of the situation is that something in the neighbourhood of 70 to 80 per cent of the students dealt with in your ministry are those who have been in school from age 5 to 25 without interruption. I know there are exceptions to that, but that is basically the population we are dealing with. In other words, we are talking of a continuum in education that relates to at least 80 per cent of your constituents.

**Hon. Mr. Parrott:** Yes, and we need co-ordination; I am not denying that. I think the Interface study has pointed up areas, and I will accept that in some areas our ministries need better co-ordination, but not nearly to the degree that the systems need co-ordination. I have no hesitancy in defending—and I didn't think you were really attacking—but I don't have any hesitancy in defending the value of the Interface study.

**Mr. Sweeney:** Oh, I am not attacking the value of it. I am attacking the quality of it and the decisions which may flow from it because of that quality. I am suggesting that the quality is related directly to the kind of time line that you and your colleague put on it. I understand you disagree with that, but as has been said at many other times, we agree to disagree.

**Hon. Mr. Parrott:** Right.

**Dr. Parr:** I would like to make a comment, if I may, about the quality. I was not surprised about the opinions which were expressed and what you described as the "hedging." I think that is inevitable in the nature of research in the social sciences, particularly in this kind. There are not going to be hard and fast answers, and what one expects, I

think, is an illumination of problems and and expression of opinions. I think the people who wrote the report have done that well. That is shown, I think, by the kind of responses which the report is engendering and which are being reviewed.

**Mr. Sweeney:** Mr. Deputy, I am not referring to the sort of human differences of opinion, which I agree must be expected. I am referring to such things as the fact that they point out clearly in the report that the tests they used for mathematics and English were really unsatisfactory for the purpose for which they were used. They simply had to take whatever was available; they didn't have the time to design something else.

Other weaknesses, I think, are: the number of schools that were available; the number of schools that opted out of the program and were in a sense essential to making the findings valid; the number of students who are deemed to have been not very highly motivated to participate as well in the study as they could have been. Those are the kinds of internal weaknesses in the report. The list is fairly extensive.

[4:30]

You and I would see things from two different perspectives. I'm talking about people who admit in here that what we had to work with wasn't all that good. We feel fairly confident in our results but, as I say, it's that qualifying word "fairly". That's what I'm referring to. That's the kind of inadequacy about the research which I am referring to, because I couldn't agree more with the observation that you made of a more general nature. That's valid in any research.

**Hon. Mr. Parrott:** Statistically, I think the report was adequate.

**Mr. Sweeney:** Adequate?

**Hon. Mr. Parrott:** Well, what do you want me to say—wonderful?

**Mr. Sweeney:** That's like a statement in here, Mr. Minister, which says that a significant number of our students have achieved the survival level in the use of the English language. Would you accept those two terms: "adequate" and "survival"?

**Hon. Mr. Parrott:** Well, I'm no expert in research but I did a thesis at graduate school and, by God, if I ever learned anything, you hedge every bit when you come to graduate research because somebody else is going to take exception to what you said and you've got to prove that one equals one. It's just part of research that you never get yourself too far out on a limb. My deputy is more

versed in research than I am, but I think that is the nature of the beast.

**Mr. Sweeney:** When you get your reports back again, I hope you will insist that, at least from your side of the bargain, if not from the other side—because I didn't get very far with your colleague in this either—that references be made and qualifications clearly understood so that someone doesn't come up to you and say this is what the thing says. I hope you are going to say to them: "Look at what we started with. Can you come up with something that clear?" I hope you are going to challenge that kind of reaction.

**Hon. Mr. Parrott:** I think the deputy and I agree that the critics are as equivocal in their criticism as the writers of the reports are on their reports. It's just the nature of the beast.

**Mr. Sweeney:** No.

**Hon. Mr. Parrott:** Read, if you will, OCUFA's statement. It's not exactly printed in cast iron letters, nor, indeed, are some of the other reports which I've seen but which you haven't had a chance to see yet and will. People, given the nature of this kind of research, are very hesitant to start putting their thoughts in such concrete terms; that way, no one can take a shot at them.

**Mr. Sweeney:** I'd like to come back to a point which you made yourself. One of the statements in here that very much concerned me was that concerning a student coming from secondary school A compared with a student coming from secondary school B—students of equal ability. Because of the variation in the marking system, student A gets into medicine and student B does not get into medicine. Were you suggesting before that it's that kind of thing that you are going to relate to in your co-operative arrangement with the federal Minister of Education? Because surely that is a classic example of the student falling down between the two chairs. Is that the kind of thing you are relating to? If not, I would certainly ask that you do.

**Hon. Mr. Parrott:** There are all kinds of comments in that section of it. I recall one which I found particularly interesting—and I am going by memory now so somebody may have to correct me—in which, even though the student might have had an education of not quite the same quality at the secondary level, with a little extra work and in a short time he was able to catch up and be equal to the student who might have had a superior education in the secondary



system. Those are the very subjective statements that you find throughout that report. It's an interesting concept.

**Mr. Sweeney:** That doesn't really speak to the point which I was trying to suggest, Mr. Minister: of two students with equal ability—one gets deferred and the other gets in.

**Hon. Mr. Parrott:** But to take that just by itself, you'd have to say that's the worst possible thing that could happen in our society—grossly unfair.

**Mr. Sweeney:** Well, it is unfair.

**Hon. Mr. Parrott:** That would be a pretty sad commentary on our system. But I look at the difference in selection in, say, those same medical schools, and realize that one school has quite a different method of assessing its applicants than another; yet, neither of them are prepared to say our system is the best that can be devised. I think it is because we have two medical schools that have totally different ways of assessing their applicants and they, supposedly, choose from a different base, but neither of them is convinced that their method is superior significantly to the other method. So, in choosing applicants, it's extremely difficult, whether you are using grade 13 marks or whether you are using interviews and marks; whatever the selection, we agree that it becomes very subjective and that's why all of us hedge our bets.

**Mr. Sweeney:** It would seem to me that one of the things that should happen—and would, I hope, flow from this report—is a re-examination of the point that you just made: the whole admission standards and policies of the post-secondary institutions. One of the things that concerns me—and it's pointed out in this thing and I have heard you say it several times, Mr. Minister—is that the admission policies of the post-secondary institutions are entirely their own and you have no intention of interfering.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** I don't agree with that; that's a difference between the two of us. I think that when you can clearly see that some people are being hurt by that kind of decision, something should be done.

But if anything is going to flow from this report, surely that should be one that you take a good hard look at. I understand that very shortly after this came out, the University of Toronto strongly suggested that there should be some sort of co-ordinated admissions policy; and I believe the University of Guelph supported that. I don't know who the others were. Where are we

with that? Is there any intention to do it at all? Is there any liaison between the two ministries in that particular area? Is there any intention on your part to make a few prescriptions to the colleges and universities as to what their admissions policy should or shouldn't be? Or is it going to be catch as catch can? I am, obviously, not agreeing with that policy.

**Hon. Mr. Parrott:** I thought I should remind you of a quote: I am not advocating government control of curriculum or the reduction of university autonomy.

**Mr. Sweeney:** Right, sounds familiar.

**Hon. Mr. Parrott:** And underneath that, I think, is a picture of a candidate in the Kitchener-Wilmot riding.

**Mr. Sweeney:** Well, I've got to start saving your clippings too, have I? Wait till next year.

**Hon. Mr. Parrott:** That's fair.

**Mr. Sweeney:** Let's go back to put that in the context of what I'm trying to suggest right now. If there is anything flowing from this in terms of the interface between the secondary schools and the post-secondary schools, surely it is some common basis of decision as to what it is that a student needs to go on from one to the other. That's what I am referring to—what's the point of the whole thing?

**Hon. Mr. Parrott:** I agree with you; we all work together. That's the line I didn't read. It's precisely what we need. I underline your comment—we must all work together. But to put that challenge squarely on my desk—as though I had ultimate control, given the comments that we agreed on—makes it extremely difficult.

**Dr. Parr:** I would like to point out, Mr. Chairman, that indeed the two ministries do frequently work together, and I would think one of the important matters which came out of the report was the illumination of the problems which are going to persuade the two systems to work much more closely together in which they will, of course, be assisted by us. I think the policies of the government in the post-secondary area have been to use devices of that kind, rather than instructing the universities about their admission standards.

To repeat, I think the problems have been illuminated and some of the solutions have been indicated.

**Mr. Sweeney:** If that, in fact, flows from it then the study would have been worthwhile. Okay, that's one point.

**Hon. Mr. Parrott:** Amen.



Mr. Sweeney: Let me finish this one point, following up on the deputy's remark. I believe, though, that you've got to clearly show that that's happening. The one example I gave a couple of minutes ago where the two ministries are analysing these results independently, to me is not a good indication.

Hon. Mr. Parrott: No, I tried to reject that.

Dr. Parr: We have an answer to that.

Hon. Mr. Parrott: Right.

Dr. Parr: It's a technical answer.

Hon. Mr. Parrott: Roger has served on the liaison committee with Education all the way through the piece. Roger Cummins.

Mr. Sweeney: Welcome, Mr. Cummins.

Mr. Cummins: Thank you. Following the receipt of the research briefs which had been requested a year ago—I believe there are about 60 briefs from school boards, home and school associations, universities and colleges—these briefs have been shared between the two ministries and are being looked at in the joint committee by the two ministries. Naturally, because of the constitutional arrangements, we're expecting advice from the Ontario Council on University Affairs, the Council of Regents for the Colleges of Applied Arts and Technology and a special committee established by the Minister of Education to advise from that point of view.

These points of view are being co-ordinated. The chairmen of these three groups—the Ontario Council on University Affairs, the Council of Regents and the Minister of Education's advisory committee—have met to compare notes and to make clear to each other what areas they are contemplating recommending on, the kinds of solutions they are contemplating.

The ministries' staffs are also reviewing these briefs jointly and the briefs that have been received by one ministry are being shared with the other. Every brief that we've received from the universities and the colleges has been shared with the Ministry of Education.

Mr. Sweeney: My reference is to the fact that those people who have been seconded—let's say, for example, by the Ministry of Education—to meet periodically to review the reports that are being sent in, have indicated to me that they have almost no idea at all as to what's coming in from the other direction. As they're trying to analyse what's coming in to them, knowing that somewhere along the line the two of them are going to have to dovetail together, the observation they made—and it's my observation—is that it

really puts them in a vacuum. That's the reference I'm making.

In other words, why don't we have all the reports coming in to a common committee and the trade-off back and forth is right there?

Mr. Cummins: Yes, well, I think perhaps the information is a little dated because over the past two weeks there has been consultation among those three advisory committees at the level of the chairmen, together with the delegates representing them. So each knows the kinds of concerns that they're addressing and, I think, each of them has some understanding, too, of the kinds of issues that are being addressed and the kinds of recommendations that are being put forward. The staff is trying to provide as much liaison as we can possibly provide among the various groups.

Mr. Sweeney: Okay.

Vote 2701 agreed to.

On vote 2702; university support program; item 1, support to universities and related organizations:

Mr. Warner: I have a couple of questions on this vote. Mr. Chairman, are we dealing with item 1 separately?

[4:45]

Mr. Chairman: That's right.

Mr. Warner: Okay. I have a question for the minister.

Hon. Mr. Parrott: Just before you start, just for the record, someone asked last night about full-time female faculty at Ontario universities. I guess it was Mr. Bounsall.

Mr. Warner: It was Ted, yes.

Hon. Mr. Parrott: Will you put it on the record that we gave him that information, please?

Mr. Warner: Certainly. Thank you.

Mr. Sweeney: Excuse me, before you start, we've been advised there is going to be a division bell soon. Does anybody know anything about it?

Mr. Warner: It will be a 10-minute bell.

Mr. Sweeney: Oh, we'll go on until it rings. All right.

Mr. Warner: Just before we begin this particular section I'd like to convey to the minister my dismay at not having the Ryerson bill before us today to be dealt with and passed, if we can presume that the House will be rising at 6 o'clock. I assume that now we'll have to wait until the fall and we have no guarantee as to when, precisely, it's going to be dealt with.

It would have been appropriate to have passed it today, if possible, so that the institution would have a few months to work on whatever new items have been put into place. Certainly, we were prepared to co-operate to expedite the business as much as possible since essentially the bill was very good and an improvement on the existing Act. I wonder if the minister has any comments before I put forth my first question.

**Hon. Mr. Parrott:** Yes, two. If we can push it between now and 6, I'll be very happy to co-operate. With the concurrence of the other parties—

**Mr. Warner:** It's your House leader.

**Hon. Mr. Parrott:** —we could do that, I'm sure. We'll adjourn at 6:05. But without that concurrence, I guess the only thing we can do with the adjournment of the House scheduled for this evening is to wait until fall.

I can assure you that our House leader has said to me it will be one of the top priority bills this fall and that it will be done as soon as we come back and it won't find itself at the bottom of the list in priorities from our point of view. I think, from what you've just said—and I don't know whether the Liberal Party would agree or not, but if they did, perhaps Ryerson could operate under the assumption that that bill meets the approval of all three parties and there will be no significant changes and they could go from there.

I'm not trying to get anyone to give total approval, but obviously from where we sit it reflects our thinking. You said it's a good bill and I don't know whether Mr. Sweeney wants to comment or not, but if he would comment then I think Ryerson might have some direction short of having the bill passed. But it will certainly be one of the first pieces of legislation that we'll consider in the fall.

**Mr. Sweeney:** The only comment I would make—and I'm sure Dave is probably going to refer to The University of Toronto Act too—is that they've been holding for a long time. We'd really have to question, Mr. Minister, how come they're always shoved down to the bottom of the list? I think you can fairly say that at this particular point in time we have no serious reservations about the Ryerson bill. There are, obviously, going to be some questions raised but nothing of a really substantive nature.

**Hon. Mr. Parrott:** Okay, then Ryerson has some indication of our three party positions and can act accordingly. I really can assure you that that will be one of the first bills discussed this fall.

**Mr. Warner:** Okay.

**Hon. Mr. Parrott:** I don't think, in fairness, I've ever said it had that kind of priority or that I had that kind of commitment from the House leader. It was on before the election was called and wasn't heard, that's true, but both of these two sessions have been rather short, for different reasons, but I guess this fall session will see it all through.

**Mr. Warner:** It's strange to call an election without dealing with the Ryerson Act, I realize that.

**Hon. Mr. Parrott:** You did it.

**Mr. Warner:** I have a question about the capital funding as it affects the universities. You spent some time yesterday going over that and if it's all right I'd like to go over a couple of those details again, if you could. Am I to understand that there is for all intents and purposes a freeze on capital for new buildings, but those which require renovations can seek the necessary funds? Is that sort of a general statement correct?

**Hon. Mr. Parrott:** It's a little overstated I think. It's more accurate to say that building new buildings will only be to facilitate the present student enrolment. We're not looking for new buildings to expand the capacity of the system. That doesn't mean that there will not be any new buildings. There will be new buildings to replace inadequate buildings in the system, but not to increase the capacity of the system.

**Mr. Warner:** That's a very interesting definition because I wonder where you place the library facilities at Scarborough College. Those facilities are inadequate for the size of student population which now exists there. That university is bulging at the seams. I realize it's one of those circumstances where they didn't expect to have so many students, but it's become very popular in the area.

Ninety per cent of the students who attend there are from Scarborough. As the population of Scarborough increases dramatically every year, obviously the size of the university potentially could increase. They've raised their standards for entrance and so on, but they're still getting large numbers of people. The library facilities are inadequate. What happens? Under your definition, are they able to apply to have expanded facilities or are they precluded from that?

**Hon. Mr. Parrott:** In our definition, library service, for instance, would not expand the capacity of the system. It would facilitate the process of education within the system—and I think there's a difference. They are, therefore, eligible to apply for capital funding for a library. They're not the only library that



feels it needs an increase in size and space. But applying and heading the top of the list of priorities aren't necessarily one and the same thing.

**Mr. Warner:** Do you have a list of those projects which could be defined as capital projects and then were put on the shelf during the time when the freeze was in place during the last couple of years?

**Hon. Mr. Parrott:** That list is updated continuously.

**Mr. Warner:** Do you have a list?

**Hon. Mr. Parrott:** I think both the council and ourselves have quite an understanding of the needs of the system. There's that word "adequate" again.

**Mr. Warner:** Yes, we all have our own interpretation of what's adequate. Sometimes that's what elections are all about.

In the context of the list and those items which have been on the list, am I correct in assuming that some of those items are being removed from the list by way of Wintario money?

**Hon. Mr. Parrott:** No.

**Mr. Warner:** I hear these disquieting rumours that some of those projects which universities or colleges have wanted done and which have not been accomplished because of the capital freeze can be got at another way via the Wintario fund. I'd like either to substantiate that rumour or put it to rest.

**Hon. Mr. Parrott:** Would you give me a specific so that I can put it to rest for you? I can't box that shadow. You'll have to tell me the project.

**Mr. Warner:** Right. I don't have the list with me, but we will have some time after and I will get the list. To your knowledge, that isn't happening?

**Hon. Mr. Parrott:** That doesn't mean that a college, for instance, could not apply to Wintario for some assistance in a program that falls within the reference of Wintario. But as to the question you asked—are we replacing those on our priority list with funds from Wintario—the answer is a very clear no.

**Mr. Warner:** From what you said, it's entirely possible, however, that an institution, rather than submitting the item to you, would hold it in abeyance and think it could get the money through Wintario.

**Hon. Mr. Parrott:** Yes, but surely with your understanding of the terms of reference for Wintario grants that would be a colossal effort on the part of a college versus full funding through our ministry.

**Mr. Warner:** Knowing some of the projects which have been granted, I don't share precisely the same concerns but I have some similar concerns about entrance requirements at universities and about some of the frustrations about transferring from one university to another. I'm concerned about some way of matching these equivalents. I realize we can't go through that whole argument again about autonomy, but at some point in time there has to be a better way of determining how you move from one university to another, not only within the province but within the country. Those are very real problems for students who want to transfer from one place to another and find that particular course isn't acceptable for whatever reasons are given by the new university. I think that's terribly discouraging.

A gentleman earlier mentioned a research project that deals with faculty mobility. My sense of it is that one of the reasons that's held back the mobility is the pension arrangements and the fact that each university has a different kind of scheme in total, in the pensioning part of it and other benefits. I know the faculty association was doing a compilation of all of those various benefits, but surely one universal pension scheme, a portable kind of thing, would help. In fact, it probably should be set up on a national basis so that faculty are encouraged to move from one part to another of the country and of the province. Faculty mobility is important and it has slowed down considerably. I think that takes away from the vigour of the university community.

**Hon. Mr. Parrott:** I have some figures on that that you might be interested in. It was on another question that was raised. Last year people in 163 positions transferred from one Ontario university to another and 278 transferred from universities outside of Ontario, for a total of 441 transfers within the system within one year. That's a fair amount, notwithstanding your argument. I thought you might be interested in those.

**Mr. Warner:** Out of a total of how many positions?

**Hon. Mr. Parrott:** Of 11,000.

**Mr. Warner:** That's modest.

**Hon. Mr. Parrott:** As well there were other hirings, but that's just strictly transfers. It is just a point of information, not to deny or detract from your discussion.

**Mr. Warner:** Do you see it as an advisable or a desirable kind of thing to have each university in Ontario a supplier to a particular type of program, a particular type of situation that sets them apart from the



others and gives them some sort of name that would attract them so that one would want to go to a certain university because of the particular program that's known there? Is this the right kind of direction to take in Ontario?

**Hon. Mr. Parrott:** It's fine by me if they can generate that kind of an image in the private sector.

**Mr. Warner:** In so doing, they should not in any way be financially penalized for that kind of lofty ideal?

**Hon. Mr. Parrott:** I don't quite understand your point.

**Mr. Warner:** My point is, it appears from my vantage point that the university which is essentially a small liberal arts university and is not involved in professional schools or graduate studies suffers financially. Yet I take it to establish a good, sound liberal arts university without a graduate school is a good thing to have in Ontario, specifically, Trent, which obviously has got some problems.

**Hon. Mr. Parrott:** My reaction is not to agree and, as a matter of fact, the advisory council does not agree. They don't see it that way.

**Mr. Warner:** They think the financial arrangements treat each of the places equally?

**Hon. Mr. Parrott:** I don't think there's any doubt you could argue it either way. Our perspective of that question is that it's adequate and fair now. They're not disadvantaged. I admit that you could argue that question either way. But having argued it either way you don't come to a positive conclusion that it is or is not an advantage or a disadvantage to the small liberalized college. [5:00]

**Mr. Warner:** The problem is—and in a very bold way, I realize it's not terribly analytical—but when you look at the city of Ottawa you see there are two universities there and one receives double the money of the other. One university has financial problems and the other really doesn't, and they both have about the same size of student population, give or take a couple of hundred. One has graduate schools, and the other doesn't. One is essentially a liberal arts university. That's just on the bald face of it. Maybe when it's examined and analysed more thoroughly one isn't being penalized, but it sure as heck appears that way to me.

**Hon. Mr. Parrott:** I'm getting the figures here for you; \$36 million at Carleton, \$52 million at Ottawa. Ottawa has a larger graduate school—there's not much doubt about that.

Undergraduates—11,000 against 12,000; and 1,100 graduates at Carleton, and 1,650 at Ottawa.

**Dr. Parr:** And the medical school, of course, at Ottawa carries a much greater—

**Hon. Mr. Parrott:** But then we get into the validity of—the weighting of BIU values.

**Mr. Warner:** So the two universities are on an equal footing. Carleton will be happy to know they no longer have financial problems to be concerned with.

**Hon. Mr. Parrott:** No, that doesn't necessarily follow. I don't think that's the logic that flows from that. I think you and I could have the same income and one of us could be in great shape and one in bad shape financially, depending on how we managed our affairs. So I don't think it's correct to draw the conclusion that one is in good financial position and one isn't, because of the logic you've presented.

**Mr. Warner:** And you're inferring that Carleton doesn't spend their money properly?

**Hon. Mr. Parrott:** No. I'm just trying to plead with you not to make deductions that aren't necessarily—

**Mr. Warner:** It just appears to me that in Ontario those small liberal arts universities are at a financial disadvantage. If there are some facts and figures to show otherwise, fine—I'm quite willing to accept that. But that's certainly the argument put forward to me and the cases in point, like Trent and Carleton, seem to substantiate that.

**Hon. Mr. Parrott:** But your point then is to take disagreement with council's advice that we should discontinue the emerging grants. Council is saying discontinue the emerging grants for our smaller universities—you're saying that is not good advice on their part.

**Mr. Warner:** I'm not going to be boxed into that, because you define emerging as "coming of age." If you are going to do away with that then you better have some other funding mechanism which protects the places who do not have those graduate schools and those professional schools. That's where the money is—the way I've seen anyway, the medical schools and the other schools, architecture and so on.

**Dr. Parr:** Mr. Chairman, of course that's where the money is and it could be argued that's where the cost is.

I wonder if I might mention in the free-wheeling days when I was chairman of the Committee of University Affairs, there was a joint committee between COU and CUA which was looking into the matter of chang-

ing the balance of the weight so that funding would be affected. At the end of quite a long time no substantial changes were made, and as the minister has pointed out the new Council on University Affairs has not brought in any changes in the weights. One can only presume, therefore, that they feel, for all the inadequacies of the formula system, that the current weighting, vis-à-vis graduate and undergraduate and professional and non-professional, is as reasonable as one can reach.

**Mr. Warner:** Okay, I have one other question that I'd like to raise and that centres on the business of Algoma College. I gather that all of that business is in the final stages of being cleaned up once and forever, and we're not going to have any more problems there. But what concerns me over the whole business is whether out of that you have developed anything to have safeguards so that that kind of thing isn't going to happen in another place in another time under a similar set of circumstances.

Maybe regardless of whatever safeguards you draw up, these things do happen from time to time, admittedly. But it was kind of a nasty business. Who suffers through it all? The town—that was trying desperately to have a college in its midst; the students—who were trying to get a good education; the faculty—who were trying to earn their living and ply their trade. Those things shouldn't happen. What's been learned from all of that experience?

**Hon. Mr. Parrott:** I think I'd like to slightly challenge that the students and town have suffered from the experience. In fact I view it absolutely to the contrary. I think the city of Sault Ste. Marie has a far greater appreciation and understanding of the importance of a university presence in the community, and is much better for it. To say there wasn't any trauma associated with coming to that decision would be rather foolish on my part. But to say they've suffered, that sort of projects an impression that they're worse off today than they were a year ago today. I would have to reject that.

**Mr. Warner:** Through the process.

**Hon. Mr. Parrott:** They've had some problems, yes, and some trauma, yes, but not that they're worse off. They've got a new appreciation of what they want in their community, and I think they've grown.

**Mr. Warner:** Some of those people were afraid that in the midst of all that, because there was so much controversy about it, the place was going to be closed. You and

I know that that wasn't going to happen, but those were fears that the people had because of the seriousness of the situation at their college. They looked on it fairly objectively and said, "It is small, there aren't very many students here, it would be easy for the government to close the place." We do know that there are some precedents for closing public institutions. So they were slightly frightened about all of that.

That's why I raise it. I'm wondering what happens from here. Do we just pretend it can never happen anywhere else, or what happens from the ministry's viewpoint out of that Algoma experience?

**Hon. Mr. Parrott:** I don't think there's any doubt that that's a possibility of every privately-run institution in our society. I can't imagine the University of Toronto failing—that's the largest one. But if they didn't look after their affairs in an appropriate fashion—I guess it's almost impossible to imagine the University of Toronto failing—but the possibility is there. Algoma College had a more difficult role to play in the Sault than some. But I think it depends on that community right now whether it survives or goes ahead, and I've said that. There can be no doubt that this government and this ministry have supported it like no other place this last year—

**Mr. Warner:** No question.

**Hon. Mr. Parrott:** —with personal effort, either on the part of the ministry and I think a little bit of my own time, which is not that significant, but everybody put their best effort forward to have that college survive in that community. It's obvious that if it's going to continue to survive and to thrive it will require the full support of that community. That's why I think they're better off now than they were a year ago. They realize that and they're taking some very positive steps to make it happen.

**Mr. Warner:** No question about the effort that was put forward by the ministry.

**Hon. Mr. Parrott:** So I can't eliminate the fears in a community unless they respond rather favourably.

**Mr. Warner:** I just hope other communities of similar nature don't have to go through that business. You rest assured, obviously, that the presidents have a sufficient amount of control exercised over them at those smaller institutions, that what occurred at Algoma cannot occur somewhere else, and that we're not going to be on the same trail again.



**Hon. Mr. Parrott:** I can't guarantee that.

**Mr. Warner:** No change is anticipated in any form of governance of those smaller institutions then? Okay, that is all my questions for now.

**Mr. Sweeney:** I would like to pick up on that last one and continue with what my colleague was saying. I would agree with him that before that investigation was started, this was the feeling of the people. Both Mr. Warner and I were in that community and the clear understanding that I got was, "Look, if somebody doesn't do something, this place is going to close up, because the college doesn't have the credibility in the community."

I would certainly have to support the comment that the minister made that today things have got to be better than they were two years ago. They simply have to be. My understanding in very recent correspondence in that area is that people are feeling much better about the whole thing. I think this is what my colleague is suggesting—we wished it hadn't been necessary—

**Hon. Mr. Parrott:** We are all agreed.

**Mr. Sweeney:** —and I think we all agree on that. But given the fact that it was, I would certainly support the action that the ministry took. I would have to say I guess it could happen some place else. I don't know how any of us can be infallible in that sense.

While we are talking about northern Ontario, please correct me if I am wrong, but is there no northern Ontario university that has a school of engineering?

**Mr. Wilson:** Lakehead has a conversion program. They pick from the technology trainees and do the last two years to upgrade a technologist to an engineer. Beyond that, at the moment Laurentian is teaching the first couple of years of metallurgical engineering and has arranged some private financing—or is in the process with support from industry in the area of putting on third and fourth years of engineering study. They want to. We have to do a little more checking with them before they finally go ahead on that. They are using a good bit of local initiative to get the support, and are very optimistic. In fact they expect to start teaching third year—I believe it's this next year they expect to start teaching it. So there will be a limited approach.

**Mr. Sweeney:** Mr. Wilson, or the deputy or whoever it is—that is really where my question was headed. I understood that there was a strong feeling in the north, either at Laurentian or Lakehead, that something of this nature be done. Given the fact that large

plants like Inco are up there, and the extraction that takes place, it seems like a natural. A couple of the faculty people that I spoke to who are down here on sabbaticals said that they couldn't understand why the ministry wasn't giving stronger support for it. Quite frankly I said, "Well, the next time I get a chance, I will ask."

**Dr. Parr:** I am wondering, Mr. Chairman, when the survey was made of the need for engineering schools and what they should be doing across the province as to whether they should have specific responsibilities or general responsibilities, the report was put up—its title was Ring of Iron; perhaps you have come across that—it is now several years old, but it recommended for Lakehead precisely what they are doing. It recommended, I think, for Laurentian that it should be presenting the first two years of engineering studies for transfer. Since there has been no other kind of recommendation made, other than by Laurentian itself, since that time and no other report written to change that point of view, I would imagine it is fair to say the ministry's attitude has not been redirected.

**Mr. Sweeney:** You don't then, Mr. Deputy, have a negative feeling about this issue?

**Dr. Parr:** Mr. Chairman, I don't have any feeling about the issue one way or the other. I am simply recording a report that was written on this subject.

**Mr. Sweeney:** No, it's just that it seemed to me to be a reasonable kind of thing to take place in that particular part of the province. I guess the question was couched in the sort of language—you know, if the northerner wants to do anything, he has got to come south. I can understand where in many cases that may be necessary but surely in an area like mining engineering or metallurgical engineering—maybe it's the same thing.

**Mr. Kerrio:** It's not—

[5:15]

**Mr. Sweeney:** It's not the same thing? Oh, well, two things then. That surely Lakehead or Laurentian would be a natural for it. That was the sense of my question. I would now like to direct a question about the Symons report and the strong indication there should be more Canadian content in our universities. I'll also put, along with the question, my understanding that over the last couple of years we have had a pretty good infusion of young Canadian professors in many of our universities teaching Canadian-oriented programs. Yet one of the concerns is now that we seem to be beginning to respond to that, the concern expressed by these people is that



if there is going to be a problem we are going to be the first ones to go.

I guess my question has two parts to it: Are we really making headway in that direction and is the concern that is being expressed valid? Given the autonomy of the universities, is there anything we can do about it?

**Hon. Mr. Parrott:** I think that is reasonably tied or partially tied to citizenship of the faculty. Are you prepared to accept that much, that there is a tie between the citizenship of the faculty and the Canadian content that is taught?

**Mr. Sweeney:** Yes, I would accept that.

**Hon. Mr. Parrott:** If you'll accept that, then our approach has been one of persuasion. I think we should continue that approach. I know you didn't save all the good press clippings, but there is one in the Star that says something about the minister in Ontario being the strongest in Canada on this subject. We will be glad to supply you with a copy of that. I have it enlarged and framed in my office in Woodstock.

**Mr. Sweeney:** You don't get many like that.

**Hon. Mr. Parrott:** No, I don't; I save them. I usually have some comments about how well my horses are running, but I don't want to let this debate degenerate.

**Mr. Sweeney:** I heard you had a pretty good run at Elmira a week ago.

**Hon. Mr. Parrott:** Yes we did, and last night. It was a great problem to sit here last night, let me tell you.

**Mr. Sweeney:** Is Star Fire the name?

**Hon. Mr. Parrott:** Right. You are saving my press clippings.

**Mr. Sweeney:** I figured you had to have a good track record somewhere.

**Hon. Mr. Parrott:** We saved the best for the great community of Woodstock, a new lifetime record. Anyway let the record show it was 2:07.

**Mr. Sweeney:** Someone reading these three or four months from now is going to wonder what the blazes is going on.

**Hon. Mr. Parrott:** Yes, this won't be the finest hour in the debate will it?

We think we can do more by persuasion than by mandatory controls. I don't know how far we have gone on that. I feel the presidents are honestly and genuinely making a very sincere effort to increase the opportunities for employment by Canadian faculty. With varying degrees of reservation they have all taken that upon themselves at the highest possible level. Several have come in per-

sonally and said the reason we couldn't fill that position with a Canadian was such a reason, or we did this, this and this.

I think there is a true awareness of the problem here in Ontario. I personally believe it would be best done by persuasion. I want to give the university presidents a fair amount of credit for the attitude they have taken. I have to support the Symons report. Sure there are some things the universities may attack, and perhaps I might even agree with them, but if you are asking me as a general principle do I support the basic premises of the Symons report, very definitely I do. That was the foundation of the action we took last year in trying to increase the Canadian citizenship of our faculty to provide for more Canadians.

**Mr. Wiseman:** That wasn't because of some of the letters you got from some members too, like from eastern Ontario?

**Hon. Mr. Parrott:** That never hurts, as you well know. As a matter of fact I recall yours rather vividly. It was excellent. I think it is a concern that people have expressed very much, Mr. Wiseman. I feel that kind of support and the transmittal of that kind of concern to the presidents have been of great benefit.

**Mr. Sweeney:** Can I get some response to the second part of my question, Mr. Minister? I happen to know that the University of Waterloo has started a couple of quite good Canadian studies programs. The faculty there is in its second or third year, but it is vulnerable. I don't know how representative Waterloo is of the other universities, I haven't had a chance to find out; but could anything be done if there were a decline in enrolments and people had to be let go? Automatically these would be the first to go because of their seniority? Is it possible to do anything in that situation?

**Hon. Mr. Parrott:** That would be dependent upon a lot of other factors. Let me take a hypothetical situation within a faculty. We have five positions; four tenured positions held by one Canadian and three non-Canadians; and an untenured position held by a Canadian. If one position became redundant, it would likely be the untenured Canadian who would have to go. I am just painting an illustration. I don't think it is possible to say that you must not let a Canadian go because of the tenured positions of other members within that same staff.

**Mr. Sweeney:** What I am suggesting, Mr. Minister, is that a number of our universities, now that they are heeding your call and are

in fact bringing more Canadian professors in, this particular group tends to be the lowest in seniority, probably untenured, and are therefore, most vulnerable. In other words, the whole thrust could disappear in a matter of two or three years because of other pressures. Is there anything you can do about it?

**Hon. Mr. Parrott:** We are going to watch the situation; there is no doubt about that. I think that is the second part of the agreement, that there would be a continuing accounting or monitoring of the system; and that we fully intend to do. When we see deterioration, that is the time to act but not now. They have given us assurance they will report again this year. It isn't time for that yet.

I don't think that we should be unduly alarmed at this stage. Let's see what develops. They know our intent, I am sure that they will read this report of Hansard and will get your thrust. They will see what you and Mr. Wiseman have said and I am convinced they will pay attention to it.

**Mr. Sweeney:** Would you have any record as to the number of non-Canadian professors at our universities who have been here at least three years—I use that because it would make them eligible for Canadian citizenship if they so chose—but who have not taken the option of becoming Canadian citizens?

**Hon. Mr. Parrott:** Yes, I think we have. Mr. Gardner has some information. Do you have the number here now? Maybe we can get that for you right now.

**Mr. Sweeney:** Let me put it in context. If, in fact, there are quite a number of these should we be taking action? Again I am talking of people who have been here long enough, who have the option of being Canadian citizens and choose not to be and, as a result of their staving, there are not enough openings for Canadian professors. Can we take any action? Can you give any direction that maybe such people shouldn't get tenure? Could it be a condition of tenure?

**Mr. Gardner:** Mr. Chairman, I have percentages but not numbers. I have them by the country of citizenship of the non-Canadians. I would like to point out that this is a model; these aren't actual numbers, they're a projection from data I have so they're estimates. I estimate that approximately 15 per cent of US citizens who are eligible for citizenship take it out each year.

**Mr. Sweeney:** Fifteen per cent of those who are eligible do it?

**Mr. Gardner:** That's right.

**Mr. Sweeney:** So that means 85 per cent who are eligible don't do it?

**Mr. Gardner:** That's right, in any given year. The UK is approximately 65 per cent; other commonwealth countries, approximately 50 per cent. France and Belgium, approximately 60 per cent; other European countries, approximately 60 per cent; and other countries in the word, approximately 100 per cent.

I'd like to emphasize that the rate of naturalization for professors from these countries is not significantly different from other professional groups, or indeed for other immigrants from those parts of the world. In other words, the rate of naturalization for American professors in Canada is not significantly different from the rate of landed immigrants from the United States who are engineers or whatever.

**Mr. Sweeney:** I would suggest from those figures that except for the United States the average is about 40 per cent potential citizens who choose not to become citizens. With the United States, of course, it's 85 per cent. I would strongly suspect that's probably the largest number as well, although I don't know for a fact.

**Hon. Mr. Parrott:** Yes, that's true.

**Mr. Sweeney:** Would you consider discussing with the university presidents that this should be a factor of tenure?

**Mr. Bounsall:** Oh surely not. How one organizes one's personal life is not a factor on how you're going to conduct your graduate research, how you're going to do your lecturing; it has no part in it at all. Surely, that's not even an appropriate question to ask of anybody?

**Mr. Sweeney:** I think it is. I think that if we're going to have large numbers of professors in our universities who could be Canadians—who are here long enough to be Canadians and choose not to—and as a result of that decision we have large numbers of Canadian PhDs who can't get jobs in Canadian universities, that would be a legitimate question to ask.

**Hon. Mr. Parrott:** I recognize both sides of this argument and I'm not going to give you an answer today with respect to that. I just don't feel I'm prepared to answer that at this time. But I do remind you of the significance of landed immigrants having full status as Canadian citizens, and there isn't anything we should or could do about that. A landed immigrant has full citizenship rights in this country and I think we all agree with that.

**Mr. Sweeney:** But if they have landed immigrant status for, say 15 years? Would you draw the line anywhere? I gather you say no.

**Hon. Mr. Parrott:** I would be pretty worried about saying that all of a sudden there's a statutory limit on the rights of a person as a landed immigrant.

**Mr. Sweeney:** That's a controversial place to leave it.

The committee recessed for a vote in the House.

[5:30]

On resumption:

**Mr. Sweeney:** Mr. Minister, as you well know, there has been a fair bit of controversy in the province about so-called core curriculum in the elementary and secondary schools. As you also well know, your colleague the Minister of Education (Mr. Wells), has made some changes in that direction. Now, I understand, there's beginning to be some discussion along the same lines with respect to our universities; that the wide-ranging open options that they've been going through for the last number of years are coming under question; that maybe the whole question about what is an educated man, and is there anything that should be a substantial part of an educated person's academic background if he is going to university, is being discussed on university campuses.

[5:45]

Two questions. The first one is: Do you share that particular point of view? And, second, do you see it going anywhere? Do you think that at the university level—and maybe at the college level, but I am directing my question more towards the university—we are going to start asking ourselves basically that same kind of question that we have just come through with the elementary and secondary schools—that the wide-open range option “anything goes” may be in for a little bit of a ship tightening?

**Hon. Mr. Parrott:** No. As I understand it the present situation at the community college level is that they are maintaining a certain percentage—is it 30 per cent, Mr. Adams?—30 per cent of a conventional community college course is non-specific to that general area of—

**Mr. Adams:** That is an upper limit.

**Hon. Mr. Parrott:** So that is a sort of fixed policy in community colleges.

When it comes to the universities I am not very apt to start talking about core curriculum, or that it should be the responsibility of this ministry to interfere in that.

After all, we are dealing with adults; they have to make the determination of whether they want job training, or an education, or a combination of both—if I could use training for a profession as equated to job training, not in an offensive way—

**Mr. Sweeney:** I was thinking more of the humanities rather than the professions.

**Hon. Mr. Parrott:** Okay. Well in that case, no; I think these people have every option, they know where they are going or should. We have to treat them as adults and if they make bad choices, they are responsible for those bad choices. In the scheme of things for me to come along and tell a 45-year-old person—and that is quite frequently possible—that he or she needs more training in this core subject, that is pretty presumptuous on my part. I feel we should stay away from that entirely.

That is maybe a good illustration of a point we made earlier about the fundamental difference between our ministry and the Ministry of Education. We have an entirely different relationship with our client group. If we put them together, I think it would be easy to transfer that relationship too frequently between one area and another.

So I am not personally inclined to start dictating, as a policy of this ministry, what those in the post-secondary system should do, particularly at the university level. They are adults and I think they should be accountable in every sense of the word.

**Mr. Sweeney:** The basis of my question was a recent reading—that is what I was trying to find. Some of the more prestigious American universities seemed to be reversing themselves and heading in this direction, most notably Harvard. I wondered if there had been any spillover with respect to our Ontario universities, since there tends to be a time-lag between what is done there and what eventually ends up here. Basically the question was does there seem to be any tendency in that direction at all? From what you said I would seem to think at this point in time the answer is no.

**Hon. Mr. Parrott:** Right.

**Mr. Sweeney:** Any comment, Mr. Deputy?

**Dr. Parr:** Mr. Chairman, I think it would be fair to say in general terms that the breadth of selection, of flexibility of choice, which you spoke of in an American institution was never reflected to the same extent in any of the Canadian ones. Majoring in a particular subject or taking any particular program required a greater concentration in most of our institutions in any case. So we



never went as far in that particular direction as was the case in the United States.

**Mr. Sweeney:** So the turnaround is less necessary then, is that what you are suggesting? Okay.

**Mr. Minister,** we made brief reference a while back to The University of Toronto Act; I know it is still under consideration. I would draw to your attention once again, however, that there was a commitment made to the people at the University of Toronto that there would be a review of this Act, in 1974 I believe it was. That has not been done. There is a serious question there about faculty-student representation on the board and there is another major question about the representative nature of that board.

Where are we at with that one? We seem to be referring to it year after year after year. I remember it was one of the issues I raised with you very early on arriving on this scene. It seems for about three years in a row now that, for a lot of reasons it has been put off, put off and put off. How much longer? Where are we at and where are we going?

**Hon. Mr. Parrott:** I do know that Dr. J. B. Macdonald is doing a review for the University of Toronto on the unicameral system. While that review is taking place, from general comments I hear I recognize there is perhaps a need to amend the bill. I view it quite differently than I do The Ryerson Act. We have agreed that Ryerson will be first thing in the fall. I think I want a little more consultation with the University of Toronto before we say that will be first thing in the fall.

I don't know whether Mr. Wilson would like to add to that. I know he has discussed this with the University of Toronto people more frequently, and certainly more recently than I have.

**Mr. Wilson:** I believe the review is such that the university community itself might prefer—and I wouldn't want to make that as a flat statement—to see any amendment held until the full extent of this review has been taken into account within their own governing council and the other segments of the university. In a sense the urgency that was recognized has now been supplanted by the necessity to do this fairly major review. We haven't talked the last while about it. I wouldn't want to go much farther than that.

**Mr. Sweeney:** Do I understand that the thrust of the review is primarily to look at the unicameral nature of their system?

**Hon. Mr. Parrott:** I think that's correct of Macdonald's review.

**Mr. Sweeney:** We will come back to that another time.

What is the future status of OISE with respect to continuing affiliation with the University of Toronto? I understand that has been an up-and-down, on-again off-again situation? Where are we at? What criteria are being used? What is it likely to do?

**Mr. Wilson:** We have had very preliminary discussions, knowing the attitudes there. There has never been a formal submission to us. At the moment I believe the OISE people are re-examining their own position as to whether they want to press further for any change in their affiliation status with the University of Toronto. It has been quiet now for several months as far as we are concerned.

**Mr. Sweeney:** Would it be correct to assume then that at this point in time the ministry has no position on it, either one way or the other?

**Mr. Wilson:** That's correct.

**Mr. Sweeney:** This is a somewhat political question. We are projecting into the next three or four years. Given the seeming tendency for universities to be attracting fewer full-time students and more part-time students, can you see the overall nature of the university changing, or are we still going to be geared primarily for full-time students and then do what we can for part-time students? What I am driving at is that there seems to be a fundamental change taking place in the clientele of the universities; yet I am not sure there is sufficient evidence, even on the part of the universities themselves, that they want to change themselves to take account of that fundamental clientele change.

**Hon. Mr. Parrott:** Let's first of all be sure we are agreed on the figures of full-time and part-time enrolments.

**Mr. Bounsall:** We had those given to us, didn't we?

**Hon. Mr. Parrott:** Yes.

**Mr. Bounsall:** Is there some doubt those were wrong?

**Hon. Mr. Parrott:** No, but I think they don't necessarily fit with what Mr. Sweeney said, that's the question. Your position is that part-time student enrolment is increasing markedly, at least relative to the enrolment increase.

**Mr. Sweeney:** Disproportionately.

**Hon. Mr. Parrott:** Disproportionately. Let's read those figures again.

**Mr. Sweeney:** In other words, they seem to be pulling in opposite directions. Again,

I'm saying we have to look ahead for the next two or three years where we have reason to believe we know what's going to happen with full-time enrolment and we can already see the trend with part-time enrolment.

**Mr. Wilson:** Last year the numbers we had on the undergraduate side was a very marginal decline in part-time enrolment—0.3 per cent—as reported in November, and a 1.7 per cent increase in full-time enrolment. So there is no sign yet developing that the full-time is losing out to the part-time.

**Mr. Sweeney:** Is that the first time that's turned around, because I wasn't aware of it?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** That hasn't been the trend up to this point.

**Hon. Mr. Parrott:** Right, and that's why I thought we should update the figures before we went down that road of discussion.

Interjection.

**Mr. Sweeney:** Okay, well let me put it in another way. Can you see a definite tendency in the direction which I described—taking not just that one factor into consideration, which I think you have suggested is an exception to the rule—over the last five or six years?

**Hon. Mr. Parrott:** It's been very moderate in the last two years and I think this September's head count will be of extreme importance in our long-range projections relative to full-time and part-time enrolments. I am not ducking the question but for the last six months and since I was aware of these figures, and since I have had the report from council on what part-time enrolments may or may not do to the system capacity, I think we've been waiting for the September, 1977, enrolment figures before we really start to draw many conclusions.

I hope you'll accept that isn't sort of a put-off of your question. It's just that I think this September becomes a crucial date, because if the trend exists as it has for the last year, and perhaps for the last two, if we get three years of a constant pattern, I think then we can project forward past the peak and it matters not as far as capacity is concerned.

Now, the second part of your question I think is, have the universities started to seriously consider the changing pattern of university studies. I think I should turn to Mr. Wilson or the deputy and get some comments on that.

**Mr. Wilson:** I guess really there are conflicting trends. There certainly is the idea that many people who have missed out on this sort of lock-step approach will want to drop in on post-secondary education on a part-time basis. However, in discussion with Dr. Porter from Carleton he admits that if indeed we get to the question in a few years time that a very much higher percentage of people have gone through, the demand may be less except for those who want to drop back in again, having once had a first round of education.

That's where the complete uncertainty in everybody's mind lies. No one knows whether it's going to be new students wanting a first crack at post-secondary education, or merely continuing education for those who have already had a first degree. The evidence is completely conflicting at the moment. No one really has a good handle on that. We are hoping to get some work on it under way in the very near future. But neither we nor the universities have a very good handle on that one right now.

**Hon. Mr. Parrott:** We just had a good visit yesterday with the people from Carleton and I have to reflect what Mr. Wilson said. Really it's in a state of flux and it has a tremendous impact on us but let's not make any decisions this year.

I think the universities will start taking some positive approaches to this if we see enrolment changes and that will dictate an awful lot of what they decide to do.

**Mr. Sweeney:** Would it be fair to say that there is—at least, there had been; I understand I have to qualify my statement now in the light of what you've just said—there had been some indication that we could look forward in the future to more and more people dropping in, to use Mr. Wilson's point, and that in fact we should be looking at the whole structure of our university system on the basis of that?

What you seem to be telling me now is that we are not so sure that that is likely to happen.

[6:00]

**Hon. Mr. Parrott:** Enrolment patterns change, we just don't know. If it stays constant, then I think this September is the time to start looking at the changes that might be appropriate within the system.

**Dr. Parr:** I was just going to add that perhaps one gets that impression from the situation in the United States, where there is a difference; in fact there are two. One is that the universities have been very energetic in



going out and bringing adult part-time into the university. Certain things in the society perhaps press them into this.

Secondly, there is perhaps not the equivalent there of our college system where people are satisfied with particular programs which are offered for them at the adult level. One shouldn't necessarily be surprised if the part-time enrolment in Canadian universities, Ontario ones specifically, doesn't follow the same kind of pattern as is the case in the United States.

**Mr. Sweeney:** We briefly touched on this once before. Is there any real drive at the present time for the universities and/or colleges to look at some kind of concept of worker sabbaticals for that very large portion of our population that hasn't a full-time opportunity and is very unlikely to ever have a full-time opportunity to get advanced education? What's being done in that area?

**Hon. Mr. Parrott:** It's easy to answer yes. Then when you say be specific I think it's more in the support aspect of it. Philosophically we agree with the co-op kind of programs, and wherever possible we would be pleased to see their numbers increased. I don't know whether Mr. Yen wants to make a comment on that or not.

**Mr. Sweeney:** I understand that Chrysler and the University of Windsor have something going between them.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** That's the sort of thing I'm talking about. Is that a needle in the haystack or is there a beginning of thrust in that direction to really recognize a whole new potential student body out there which, because of the need to just look after the 18 to 25-year-olds we haven't had the time to put our attention in their direction? Since that need in the younger group is starting to level off then maybe it's another place to look.

**Hon. Mr. Parrott:** That's really posing a very difficult problem to give you specifics on. It depends on external agreements, meaning labour-management agreements. If you're asking us for a philosophical base, I would point you to such projects as TIBI that are designed to encourage these kind of programs. I don't know whether Mr. Davy wants to add anything in that regard about our general attitude toward the co-operative programs with colleges and universities.

**Mr. Davy:** We're giving a great deal more attention to this kind of program, and it's attractive to all concerned.

**Mr. Sweeney:** Can I put it in another context? What kind of liaison is there between

yourself and the Ministry of Labour to take a hard look at this kind of a situation?

**Mr. Davy:** Through the Ontario manpower co-ordinating committee there is quite a bit of co-operation and co-ordination in this respect.

**Mr. Sweeney:** I understand that the Ontario Federation of Labour has come out with some pretty good proposals. I saw one and I asked that both your ministry and the Ministry of Labour look at them. Where are you with those kinds of things?

**Hon. Mr. Parrott:** If we can possibly help on the college side of it, where we have a very positive control if you will, an influence, we'll do everything we possibly can to encourage those programs, be it through TIBI or whatever other project that we can mount in the community college. Co-operation is very strong between labour and our college system and I think the Industrial Training Council will improve that area.

On the university system it really isn't our point to encourage, if you will—and I worry about phrasing it that way—people into the system. We want it freely accessible, but we don't want people there unless it's their choice to be there. We want, hopefully, industry and all aspects of our society to realize the resource is there and to use it to the best advantage. For us to go out and actively recruit, I think, is not really the position this ministry should take.

We want it readily accessible, but not to be actively recruiting. The balance between those two positions is the point that has to be made.

**Mr. Sweeney:** I wasn't suggesting you go out and drag people in. What I was asking is: are the universities and the colleges perceived to be sufficiently open that people who would like to take advantage see that the welcome mat is out? That's really the thrust of my questions.

**Hon. Mr. Parrott:** Repeating myself, there's no doubt that's true in the college system. We can give you chapter and verse all over the place for that. In the university system it's such a different relationship that, having said what I've said, I don't think I can add to it.

**Mr. Sweeney:** I notice time is fleeting. I would pass over to my colleagues opposite.

**Hon. Mr. Parrott:** Maybe the people in the back of the room, Mr. Chairman, would like to know that supper is delayed to 6:30.

**Mr. Chairman:** That's right. At 6:30 the House rises.



**Mr. Bounsall:** On that matter, we've had the 15 minutes added on because of the break, and the two and a half hours fit nicely and neatly within one afternoon or one evening. I suggest we break up at 6:15. That leaves us exactly two and a half hours for the fall, which is exactly one whole afternoon or one whole evening, rather than two hours and a quarter or something. I suggest we break at the 6:15 mark if that's possible.

**Hon. Mr. Parrott:** I think that's not too bad an idea. You may want to turn all of your attention to some area of interest outside of our ministry, maybe The Ryerson Act and some other things in the House. We could carry votes 2702, 2703 and 2704 and be back with new enthusiasm in the fall.

**Mr. Bounsall:** Not at all. I would say this gives us time to go back into the House and do The Ryerson Act tonight.

**Mr. Warner:** I want to see more bow ties, that's why I want to be back.

**Hon. Mr. Parrott:** We'll send you three and you can keep them.

**Mr. Warner:** I'm impressed.

**Mr. Bounsall:** I would propose that after a few very short questions maybe we would complete the vote, because with the other two areas, the colleges and student affairs, the two and half hours remaining do not give us too much time on those votes.

The areas which I would have touched—I'll just mention them and see how far I can get in them—would be the citizenship of faculty; the whole area of research in the universities, the funding which doesn't come from the ministry, proposals for what the ministry might be able to do at least to see that more research funds get into the universities; and the whole area of regional location of some of the undergraduate schools and so on.

To start on the first one, I certainly want to go on record with respect to the citizenship as not requiring citizenship as part of the tenure arrangement, quite clearly not. What would happen if that was required is you would have everyone taking it out solely for that purpose, and that's an infringement on a whole host of things. Obviously the large percentage group which does not take out citizenship are United States citizens. That is a feeling which is also fairly reasonable. At universities, when I was there, we liked to see faculty take out their citizenship when they became eligible. It sort of showed they had a commitment to the country. It in no way affected the course

content, however, of the courses they were giving.

What irritates persons about faculty from other countries is when they are giving a particular course which could have some Canadian content in it and there is no attempt made to include that because they haven't bothered to put it in their course. A course in modern art at the University of Windsor, for example, was one in which a professor managed to give an entire course—three lectures a week for half a year—in which there was not one mention of one Canadian painter. It's that sort of thing that irritates students and the public over a particular course, not the nationality of the person giving that course per se.

To have a citizenship requirement for tenure is certainly, in my opinion, absolutely ridiculous. There are many Americans, because their home is so close to where they are located in the case of universities situated near the border—and many of them are in Ontario—who feel they aren't that far away from home and who feel no great urge to take out Canadian citizenship. And those people are making valid contributions to our country.

This in no way lessens any argument I would make that we should employ our Canadian graduates wherever possible if they are qualified for the openings which are there. But to tie citizenship to tenure is virtually, in my opinion, an unthinkable suggestion.

With respect to research funding, when I talk to the various university faculty members—and I will be doing more talking to them over the summer than I have done in the last two or three months—the point which comes very clearly to me is concern about research funding; funding in general but within that research funding.

The points they make are very reasonable. You have outlined here the mechanism whereby you spread out all your applied research among the various ministries. That having been done, I would ask what are you doing to see that the research funds from the Ontario government, as they are distributed throughout their ministries, find their way into your system.

We have already paid the overhead costs by building the universities and we have very qualified faculty capable of doing research for all these ministries which have research they wish to farm out. In other words, it is a very cheap, inexpensive method of getting research done. It certainly must be cheaper than the private consultant who in his charges includes the price of his

overhead. In addition, it has the very important point that research done this way is open research. It is published and is there for every one to see, which is not always the case when you use private concerns.

I would suggest to the ministry that if you aren't doing anything to help co-ordinate this, and because it is in the universities where this research would be done—it is your faculty members, it is to their health and well-being—where research involving Ontario government research moneys could be done that you at least circulate amongst the faculty of all universities the general ministry areas of research that get contracted out. Also you should keep the list of faculty members interested in applying. For example take the field of energy; for those interested in applying you see that the Ministry of Energy receives that list of faculty members and their locations, those who are interested in applying for and doing research in those various applied areas like energy.

In my opinion, that is the least you can do. It doesn't take very much compilation and that should be done.

**Hon. Mr. Parrott:** I have to react a little bit to your remark about "our professors." I certainly don't think of the professors at the 15 universities in Ontario as "our professors." I don't think they would take kindly to the suggestion that they were employees of this ministry.

[6:15]

**Mr. Bounsall:** I didn't say that.

**Hon. Mr. Parrott:** I know you didn't, but short of being employees of the ministry—

**Mr. Bounsall:** We're talking about giving them some help in seeing that they know of the openings that are there for research funds, Mr. Minister. Are you saying they would object to any part of that? Surely, not.

**Hon. Mr. Parrott:** Are you suggesting that, somehow or other, the university world is not as apt to know of a research project as the rest of the world?

**Mr. Bounsall:** I think that is well the case, yes. Is the deputy minister assuring me that of all the research projects put out by contract by all the various ministries of the Ontario government, that these are thoroughly circulated and known by the faculty members who will be interested in working in the field in the province of Ontario? Is that what the deputy minister is saying with his "hah"?

**Dr. Parr:** Yes, I guess it is.

**Mr. Bounsall:** Okay. What evidence do you have of that? Your reply would be, I suppose, you want evidence to the contrary to support my contention. Or do you have firm evidence of that?

**Dr. Parr:** Mr. Chairman, I have to go back to the time I was at university. We frequently were in contact with departments of both the federal and provincial governments, because one exchanged one's own expertise in the faculty with the needs of the departments of federal and provincial governments, one got to know the kinds of work which they wanted doing, and sometimes one solicited their funds. Alternatively, if they felt it appropriate, they would ask you to bid for work. It worked that way, I think, without the intrusion of the Ministry of Colleges and Universities which I think I'd have resented at the time.

**Mr. Bounsall:** Yes, but that's been quite some time since you were at university, Mr. Deputy Minister.

**Hon. Mr. Parrott:** I don't think the conditions have really changed. I would like the various universities to be in a competitive position.

**Mr. Bounsall:** Sure. My concern is that they are aware of the contracts which are going out to tender.

**Hon. Mr. Parrott:** There's nothing private about those tenders. If they're up for public tender why wouldn't they know?

**Mr. Bounsall:** Let me put it another way. Do you have any suggestion for seeing that the faculty members at our universities, concerned about research funds as most of them seem to be, any suggestions as to how they can be made more aware, and assuredly made aware of research funds to be expended by this government in all its various ministries?

**Hon. Mr. Parrott:** We've deviated a long way from the position that I think the deputy made earlier, and I think we've agreed many times some \$250 million flows to the university to do their research.

**Mr. Bounsall:** I've heard that argument many times. This is their support to whatever, grants to graduates. I'm not talking about that kind of money or the moneys which are given and generally end up as instrumentation, which you get through your various faculties and so on.

**Hon. Mr. Parrott:** I would not want to give you a commitment that I think the research departments of a university should have any undue advantage, if you will, over the private sector research facilities. I think they're in

a competitive business and they should remain that way and they'd both be healthier.

**Mr. Bounsall:** What you're saying is that you're opposed to giving them a hand in making sure that they are aware of all contracts which are being granted by the Ontario government.

**Hon. Mr. Parrott:** I'm opposed to taking that responsibility onto our shoulders, yes. I think that's their obligation and they should be out digging for it. It's to their advantage. It isn't that I'm opposed to giving them the information, I'm opposed to taking that responsibility onto the shoulders of this ministry to make sure that it's done.

If we failed to do so in one instance, all of a sudden I think we'd be in severe trouble for having failed to live up to that contract; and I suppose the whole tendering process, or whatever, could go down the drain because we hadn't fulfilled our commitments. I'm more than happy if other ministries indeed use the facilities of our institutions, and we think we've got a good system, but to take on the responsibility to make sure they're aware of all these contracts, I'm afraid

I'd be taking on a responsibility this ministry shouldn't undertake.

**Mr. Bounsall:** Are we breaking at 6:15; it now being 6:15 of the clock?

**Mr. Chairman:** Shall vote 2702, item 1 carry? Carried.

Item 2? Carried.

Vote 2702 agreed to.

**Mr. Chairman:** With that, we'll adjourn until the House is recalled this fall.

**Mr. Bounsall:** Mr. Chairman, may I ask the breakdown in time of speakers by party?

**Mr. Chairman:** You people have gone, as close as I can figure out here, about two hours and 20 minutes. The government has gone three hours; and the Liberals about two hours and 10 minutes.

**Mr. Warner:** Am I to understand the House is sitting again at 8 o'clock?

**Mr. Chairman:** At 8 o'clock.

**Mr. Warner:** But this committee is not?

**Mr. Chairman:** That's right.

The committee adjourned at 6:21 p.m.

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Kerrio, V. (Niagara Falls L)

Parrott, Hon. H. C.; Minister of Colleges and Universities (Oxford PC)

Sweeney, J. (Kitchener-Wilmot L)

Van Horne, R. (London North L)

Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

Warner, D. (Scarborough-Ellesmere NDP)

Wiseman, D. J. (Lanark PC)

### **Ministry of Colleges and Universities officials taking part:**

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division

Brumer, L., Program Analyst, Policy and Planning Co-ordination Office

Cummins, R. L., University Affairs Officer, University Affairs Division

Davy, W. F., Director, Industrial Training Branch

Gardner, J. P., University Affairs Officer, University Affairs Division

Kerridge, E. L., Director, College Affairs Branch

McLeod, Dr. L., Research Grants and Contracts Co-ordinator, Policy and Planning Co-ordination Office.

Parr, Dr. J. G., Deputy Minister

Wilson, B. A., Assistant Deputy Minister, University Affairs Division



# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



### **First Session, 31st Parliament**

Wednesday, October 19, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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# LEGISLATURE OF ONTARIO

WEDNESDAY, OCTOBER 19, 1977

The committee met at 2:05 p.m.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES (concluded from July 12)

**Mr. Acting Chairman:** Ladies and gentlemen, we will begin the debate this afternoon. My name is Ron Van Horne. I participated in the estimates debate earlier on, in June and July. At this point of time, I am substituting for Mr. McEwen and have been put in the chair in the absence of Mr. Villeneuve. With your indulgence, we will carry on.

I will remind you that we will start on vote 2703. The time remaining is two hours and 30 minutes. As to the time consumed, it was generally agreed, I believe, that we would try to be fair to all three parties. The time used is 7½ hours to date. If you have Hansard in front of you, you might refer to page S-359 where there is reference to the time consumed. Two hours and 20 minutes have been consumed by the NDP; the government, three hours; the Liberals, two hours and 10 minutes. So it's a fairly even distribution of time. There are two and a half hours to go.

We'll begin with vote 2703. I'll turn it over to the minister, if he has any comments to make. If not, we'll proceed.

**Hon. Mr. Parrott:** No. I have no comments.

**Mr. Bounsall:** Just at this point, Mr. Chairman, because we have two major votes left to deal with and there are only two and a half hours with which to deal with them both, I think maybe we should agree, if we can, to a division of time on those two major votes that are left.

I would propose that we move to vote 2704, if we haven't got there beforehand, with no less than an hour remaining to discuss it, if that's okay with the committee. That means if we take an hour and a half on 2703, we then move to 2704. If we take less on 2703, then that's more time for 2704, but I propose we have no less than an hour on 2704.

**Mr. Acting Chairman:** If it is all right with the minister and it's all right with Mr.

Sweeney, then there is no problem. We will look to adjournment at 4:45 so we will then get into that last vote an hour before that.

**Mr. Sweeney:** No less than.

**Mr. Acting Chairman:** No less than. Mr. Minister, did you have any opening comments?

**Hon. Mr. Parrott:** I have no further comments.

On vote 2703, colleges and adult education support program:

**Mr. Sweeney:** May I ask a few questions at the beginning for clarification purposes? Where does Ryerson fit into?

**Hon. Mr. Parrott:** That was in the vote we just passed.

**Mr. Sweeney:** For some purposes it does, I realize that the funding for Ryerson is included under university affairs, but we're dealing here with more than just funding, we're in the jurisdictional area.

**Hon. Mr. Parrott:** I think, technically, that indeed does fit in vote 2702.

**Mr. Sweeney:** We can deal with it in other areas.

**Hon. Mr. Parrott:** Sure, if you're suggesting we spend the time here and not in the House on the bill. I'm not sure that's a good idea, but I'm not hard on it.

**Mr. Sweeney:** Okay. I'll leave it, for my purposes then, to a later point.

**Hon. Mr. Parrott:** I think the bill is going to be before us fairly soon. The House leader suggests that's possible.

**Mr. Sweeney:** I wasn't thinking just of the bill.

**Hon. Mr. Parrott:** I think I'd have to let the Chair rule on it.

**Mr. Sweeney:** Is it fair to say that for jurisdictional purposes Ryerson falls neither, under university affairs nor college affairs, that it's an unusual bird all by itself as far as your ministry is concerned?

**Hon. Mr. Parrott:** I think the institution is unique, but as far as administrative purposes are concerned we always have considered it a part of the university affairs division. To illustrate the point, if I wanted some information I would turn to the as-

sistant deputy minister, university affairs division, Mr. Ryerson, for matters pertaining to Ryerson.

**Mr. Sweeney:** The same is true of the Ontario College of Art and the bar course, is that right?

**Hon. Mr. Parrott:** Yes, my deputy says that's correct. I would be more apt to think of that as main office, but technically I guess that's correct.

**Mr. Sweeney:** So we're dealing, under this vote then, exclusively with the 22 community colleges?

**Hon. Mr. Parrott:** Yes, and the registered nursing assistance program and those things.

**Mr. Sweeney:** Which at present are operating through those colleges?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** I'd like to start by talking just very briefly about some of your long-range planning with respect to apprenticeship and trade training. I've noticed recently that both you and the Premier (Mr. Davis) have been making suggestions that perhaps there are too many young people attending university, which doesn't provide direct career orientation, and that maybe we should be encouraging more of them to go to other places, such as community colleges where there is a more direct career orientation; and that furthermore, more of them should be looking at the apprenticeship and trade training program because of the direct job application.

[2:15]

**Hon. Mr. Parrott:** I'll try to be very infrequent in interruptions, but I know I have never said there are too many in our college system. I have always tried to give the balanced view that you need not take a shot at one portion of the system to build up another one. It's been a pretty consistent view that I have taken, and I don't think I have ever said we have too many university students.

I have said we have too few involved in the industrial training and apprenticeship programs, and I think that is true of the Premier's speech. I was there and heard it. I can't be as positive about that, but it was my interpretation of it. Just for the record, I don't think I have ever said it and I don't think the Premier said it. I could be corrected on that, but I'm sure he didn't mean it in those terms, about the numbers. We were trying to accentuate the importance of industrial training and apprenticeship programs.

**Mr. Sweeney:** That's valid. The point I want to get at, though, is equally valid; and that is, in terms of any long range look at

what the needs are, I can see we can end up before too many years have passed with the same kinds of problems at the apprenticeship and trade training level as we have to a certain extent at the university level.

In other words, turning out increased numbers of people for whom there are not sufficient jobs, and turning out—and I think I alluded to this in my opening statement, Mr. Chairman—turning out people who have been led to believe that if they go into a certain line of study, in this case community colleges apprenticeship trade training, they are going to have something for them at the end of the line.

What concerns me is that if we start, let's say, increasing by 20, 30, 40 per cent the number of people going into plumbing, carpentry, for training as electricians—whatever the case may be—then obviously we are going to reach a saturation point. As a matter of fact, in some of those trades we have a saturation point right at the present time, partly because of the economic situation in which we find ourselves. What I want to be reasonably sure of is, if we are going to make any kinds of public pronouncements at all—and I use that “we” there in every sense of the word, because I feel I am involved in it as well—if we are going to make those kinds of statements we should, in all honesty, in justice to the students have a pretty good idea of what is at the end of that road. Yet I don't see any indication that your ministry has, in fact, done that.

I wouldn't want to be sitting here five or six years from now and say “Why the blazes did we get into that? Why did we take that kind of step?”

**Hon. Mr. Parrott:** I think you missed one significant control, and perhaps Mr. Adams would like to speak to it more, but no one has ever said, for instance, that the number of students at a university is related to the number of jobs today. Certainly, that is true in the apprenticeship program. There is a positive, legislative regulated ratio of the number of people in training to the number of people with journeyman certification. Therefore, there is a very strong control on today's market.

As things shift, granted you could have too many plumbers. That's for sure. But there is a far greater control on numbers today, and it's obvious that if we have too many plumbers today, as an illustration, they are not about to hire more apprentices to add to the problem. That doesn't necessarily follow in other disciplines, e.g. teaching school, school teachers. I think you would agree that there



is no ratio between the number of those who might enter and those presently working on a direct control basis as there is with the apprenticeship program.

**Mr. Sweeney:** Let me come at it from another point then, Mr. Minister. I understand that even in the apprenticeship training program people who have reached the point where they have all the qualifications to be a journeyman are being held up, sort of put on the shelf, put in storage—"We'll call you forward to write the final exams and get the final certification when we are ready,"—and that is creating a bit of hostility.

**Hon. Mr. Parrott:** Are you saying that once they have entered into the program they don't have the opportunity to write the final examination when they have put in all of their apprenticeship hours and training?

**Mr. Sweeney:** That is my understanding, in some fields, yes.

**Hon. Mr. Parrott:** Mr. Davy or Mr. Adams, would you comment on that?

**Mr. Sweeney:** That they are being held back and told they can't write it today but maybe in three months or six months or whatever the case may be.

**Mr. Davy:** Mr. Chairman, no, that statement is not correct. If there is an occasion where that has occurred I would like to hear about it, because it is not the intent of the program.

**Mr. Sweeney:** I'll direct the specific situation to your attention.

**Hon. Mr. Parrott:** I am glad that Mr. Davy answered that. It might happen because of scheduling, but certainly that would be the only reason and it would be a very temporary situation.

**Mr. Sweeney:** Can we come back to my first question? What sort of monitoring controls are being put in so that if we are encouraging more people to look in this direction there will be something for them at the end of the line? Or is there a real danger that we are going to end up with the same problem in another field?

**Mr. Adams:** Mr. Sweeney, my name is Adams, assistant deputy minister, college affairs and manpower training. I think our concern is not with an oversupply of skilled tradesmen generally but an undersupply. I am not speaking of the construction trades. We have to be careful when we think of apprentice trades that we just don't think construction trades. We are also talking about skilled tradesmen that supply manufacturing industry in Ontario.

We have seen a recent survey that would indicate 85 per cent of the skilled tradesmen in Ontario manufacturing industry are beyond the 40-45 age bracket, and that only 2.3 or 2.4 per cent are less than 30 years of age. A further point that was astonishing was that 75 per cent of these skilled tradesmen in the Ontario manufacturing industry were born outside of Canada. Obviously they have been imported into Canada—they chose to move to Canada.

**Mr. McClellan:** What percentage?

**Mr. Adams:** Seventy-five per cent, according to this survey.

**Mr. McClellan:** That's at present?

**Mr. Adams:** That's the current situation. It would certainly indicate to us that we are not supplying our needs of skilled tradesmen to meet Ontario's demand. Obviously in 10 years there is going to be quite a crunch coming, and I think that we have to update our trades training, our whole delivery scheme, to attract young people, male and female, into this thing to make it attractive for them, and by some combination of shop floor and perhaps institutional training, to provide the skilled trades and the jobs that are needed.

**Mr. Sweeney:** Can I go back to understand a point you made? You seemed very quickly, at least to my perception, to put construction trades off to one side and say "barring those, let's go into the manufacturing area." Is that what you were saying? In other words, do I hear you saying that there may be an oversupply in the construction area, but in the manufacturing area we have got an undersupply, at least for the future?

**Mr. Adams:** We know we have an undersupply in the skilled trades for manufacturing. I'd ask Mr. Davy to speak further on this, but I believe we have localized problems in the construction trades. At least, I understand from the newspapers and so on that we have pockets of construction tradesmen who number more than the market will require in certain localities. I don't think it is a problem that we have an oversupply for the province, but we do have regional problems. This is another whole problem of the mobility of labour, as you know.

**Mr. Sweeney:** Okay, let me pick up on another thing. I thought I heard you say there are certain things that we have to start doing?

**Mr. Adams:** Right.

**Mr. Sweeney:** That is really where the direction of my question is going. What kinds of long-range plans do we have in the



pot to take a look at these very kinds of things? It is all very well to be able to say these are the sorts of things we should be doing. But that is where my main concern is. I don't have any evidence that you are doing it.

**Hon. Mr. Parrott:** At the apprenticeship symposium that we held about three weeks ago—it was a very successful symposium, and we will give you a report on that right now if you would like—I think what is even more important is, what is the next step? I can assure you the ministry, myself included, is very concerned about the next step.

Can we fill you in a little on that symposium on apprenticeship training with very wide representation from the province—and a lot of very favourable comments—a paid political announcement, I guess, but really the mail has been very complimentary on the symposium.

**Mr. Adams:** The symposium was hosted in September for two days and we had there senior labour and trades represented, we had employers represented through the Canadian Manufacturers' Association and chambers of commerce who had appropriate membership there, and we had educators represented and also provincial and federal governments. We had, all told, more than 500 people gathered together who were directly concerned with apprenticeship training. We had both international resource people and Canadian-born resource people.

The intent of that was to come together and determine, if apprenticeship is such a good form of career education, which we believe it to be, why don't we have more of it, what's obstructing us, what's hindering this thing?

We've got a very useful transcript from that which is now in its final stages of editing and which will be available very soon. From that we have also set up a task force. Taking that as a starting point, the proceedings that we got from that two days of very candid discussion, we are working at devising ways of overcoming the apparent obstacles and the hindrances, and putting together a new package that will provide what Ontario needs.

I would think that we would lay before the minister within about four or five months a new proposed approach to this and then it would take a lot of discussion. As you can appreciate, it's a very delicate thing. You're bringing a departure into a time-honoured delivery system but I would hope that very, very soon we would be on line with this sort of thing.

In parallel to the apprenticeship symposium, we have initiated a promotional or publicity scheme. One of the problems with apprenticeship is that an awful lot of young people don't look to it as a solution to their career education needs. We've been told by people that apprenticeship has a musty name to it, reminiscent of chimney sweeps in Dickens' time and these sorts of things. We feel that that is not appropriate. We've engaged consultants who have helped us devise promotional material which has been very, very well received by young people, by their parents and very importantly, by employers. We've had a very large employer response as to how can they get into apprenticeship training.

What other innovations have we done, Mr. Davy?

**Mr. Davy:** We have a number of innovative programs, Mr. Chairman, in this whole field. We have a motor vehicle program under way at the present time in which we're attempting to take all of the in-school training before the person goes on the job to see if we can shorten the program. We expect to shorten it by up to two years. It has been going for a year and we're about to do the evaluation of this one now, and it should, we believe, give us a new insight into apprenticeship training.

If I may, I would like to refer back to your statement, Mr. Sweeney, about whether or not we are going to be in a position of oversupply of tradesmen in the same way as we might be in other professions and skills. I would say that apprenticeship is perhaps the only self-regulating training system that we have. Before an apprentice is registered he must have a job. So it wouldn't be a case of training for a job situation that isn't there.

Where we do run into difficulties, of course, is the peaks and valleys of the economic situation. At the moment, with the downturn, we obviously do have a surplus of skilled tradesmen in many trades. But that would certainly level out as the economic situation improves.

**Hon. Mr. Parrott:** I'm not querying whether you're concerned that we'll have too many in the future—

**Mr. Sweeney:** I'm concerned about directing people in that general area and us not knowing what's at the end of the line for them. This is what I think we did with university people, intentionally or not, five or six or seven years ago. We're turning out large numbers of people who are very unhappy and they're blaming us for it, very seriously. They're saying we didn't look ahead, we didn't plan, we didn't anticipate, you kept

telling us to do this and that and look what happened, and we did it.

[2:30]

I don't want us to fall into the same trap again now; and yet I go back to my original question, Mr. Minister. I hear things coming from your office and from the Premier's office which would seem to me to be singing that siren song. That's the whole direction of my questions.

**Hon. Mr. Parrott:** Mr. Davy and I make the same point—it's a ratio; it's a job opportunity now—but we won't go over that ground again.

If I might suggest to you what I see as the problem here, it is not the over-abundant supply that you are concerned about, but the gap, if you will, at the end of apprenticeship training that doesn't get filled because of what is needed—if I can put it in these terms—a post-graduate course in apprenticeship programming, or those above-and-beyond training skills that aren't required at certification level but frequently are lost to other countries. I refer to the highly skilled technicians.

I am not putting down, if you will, the certification and the level of knowledge at the certification level. But beyond that, that expertise frequently is lost to other countries. That, to me, is where we have a great opportunity, not only to use more people, but indeed where we must go in the training program.

**Mr. Sweeney:** Since you raised the issue of highly trained technicians, can I come at something that was raised in the House yesterday? Two of my colleagues brought to your attention the severe shortage of technicians trained in nuclear energy. If I recall your observation it was that, given the time line, there really isn't any way we could meet that need right now.

What I want to come at is this: The Treasurer of this province has stated on several occasions that Canada, and Ontario in particular, must begin to recognize that there are a few highly technical areas in which Canada can take world eminence. I don't think there's too much doubt, Mr. Minister, that in the last 15 years at least, one of those areas has been nuclear energy.

I would have to ask if there is any long-range planning within your ministry—whether you were there at that time or not, it is still your ministry—that could possibly have allowed this to get into this particular situation now. Surely 15 years ago somebody in this ministry, if they were serious about this particular approach, could have seen the

need that we would have for highly trained nuclear technicians. Yet nothing apparently was done about it, and now we are in the situation where we have to import these from other countries. It's exactly the opposite direction to which everyone says we should be going—not necessarily in that specific field, because apparently now we have no choice, at least for the next couple of years. How could that happen?

**Hon. Mr. Parrott:** My caution yesterday in the House—and I don't mind repeating it today—is that manpower needs in gross terms are not impossible to forecast but the specifics are. That was the caution I gave in the House yesterday. I'm not going to change on that one; I don't see how I possibly can, because it is not fair of me to say, "What do you think is necessary 10 years down the road from now?" That's our problem; I'll accept that. But let me say I hope you can agree with me that a projection of the technology 10 years in advance is one very difficult job.

Fortunately, relative to the question raised in the House yesterday, we did agree to a meeting. But I guess that was almost redundant because, when I got back to the office, I was advised that there have already been some meetings on that. We can carry on in that vein now or we can do it tomorrow in the House, whichever you want. I know time is short. Do you want to make a brief statement on that, Mr. Davy?

**Mr. Sweeney:** It all fits in with the one point that I am making, that any kind of look into the future—some kind of long-term look—is necessary.

**Mr. Davy:** Training for highly skilled trades, of course, is a long-term solution to a need and anticipating the requirements is a different thing, of course. Hydro expanded very rapidly in the Bruce generating system and has got a very extensive training program going at the present time—and have had, almost from day one, moving into this particular area.

With that rapid expansion, they need people with six to eight years of experience; and classroom training alone will not provide the kinds of tradesmen and technicians that are needed in this kind of an installation. We have met with the Hydro people, the Ministry of Industry and Tourism and the federal Department of Manpower and Immigration, now Employment and Immigration. We had two meetings with them. We were able to make them aware of training facilities that are available at the present time. In other words, colleges are turning



out people who can start in a training program.

In the Sarnia area, we have an apprenticeship program for chemical operators, at Dupont in Kingston, and we have been doing a fair amount of work with the refineries. But there just aren't enough skilled technicians available to meet Hydro's need at this particular time, and it was decided at the last meeting on May 27 that Industry and Tourism and the federal Department of Immigration would give Hydro authority to recruit, on condition that they step up their training program to find a time when they could meet all of their needs through training. They expect to do that by 1979.

**Mr. Sweeney:** I guess the reservation I have, Mr. Minister, and I'm partially repeating myself, is that I've always been under the impression that Canada has been a world leader in this area. How is it possible for other places, like the United Kingdom, to have had people with eight or nine years of experience and we don't? I must be missing something somewhere. I just don't see the logic of it.

**Hon. Mr. Parrott:** Surely at least a partial answer is that we weren't a world leader during the early stages of nuclear development, maybe for power generation, but surely the overlap between the nuclear development and—

**Mr. Sweeney:** That's what we're talking about, though. We're not talking about building nuclear bombs. We're talking about nuclear energy.

**Hon. Mr. Parrott:** I know. I can imagine the technical expertise of nuclear development and the possibilities are somewhat related. It's the use of the nuclear energy that we're talking about.

**Mr. Davy:** I think, Mr. Chairman, that Britain had been in this field for many, many years, long before Ontario Hydro ever got close to it, and therefore they do have the skilled tradesmen.

**Mr. Sweeney:** Okay, let me look at it in another way, then. I understand the need in this particular field is going to continue for at least the next 10 to 15 or 20 years; it's a fairly long-range need. As we get more and more into nuclear energy, and it seems at this point of time—and I'm not prepared to enter into that debate—that we will, what kind of a time line have we got right here now that will eliminate the point that you made, that the Manpower in Ottawa has given a short-term agreement to bring these people in? What is our present plan in terms of adult education?

**Mr. Davy:** Again, Mr. Chairman, as I mentioned, Ontario Hydro has a very large, sophisticated training system going at this particular time and it expects to meet its needs by 1978-79.

**Mr. Sweeney:** In other words, after 1979 this importation of technicians will, for all practical purposes, cease, at least on any grand scale?

**Mr. Davy:** So I understand. That's right.

**Mr. Sweeney:** It will not be necessary for your ministry to get involved in a technical training program; the Hydro can do it themselves? I don't want to put words in your mouth. I want to be sure and hear what you're saying.

**Mr. Davy:** No, that isn't what I said. Hydro has the training plan, but Hydro relies on the clients, both from the colleges and for assistance from the ministry in laying on the apprenticeship programs.

**Mr. Sweeney:** Okay, are you telling me, then, that by 1979 the programs that you now have in place and will continue to put in place, along with Hydro's expertise, will meet the need and eliminate importation?

**Mr. Davy:** So I understand. Yes, Mr. Chairman.

**Mr. Sweeney:** That seems like a legitimate aim.

Okay, I'm taking quite a bit of time. I just have one more question, then I'll turn it over to my colleague in the NDP. What sort of liaison and what sort of organizational planning are in place to recognize that there are a number of private schools in this province that have been in place for a long time, running certain kinds of programs—I'll mention only two, business colleges and pilot training programs—with which the community colleges now appear to be coming into rather severe conflict and have been for a couple of years.

The word that's coming to me is that the private schools—and I'm talking about ones that have been in existence for a long time, not some that are Johnny come lately—are being placed at a very unfair, competitive disadvantage. What sort of thinking, liaison planning, co-ordination or whatever you want, takes place to look into that situation? Should the government be doing that kind of thing?

**Hon. Mr. Parrott:** Dr. Parr and I are having a word on it.

**Mr. Adams:** Back in 1972 when the government was reorganized, the government saw fit to bring together within one division the four modes of career education, that is, the colleges of applied arts and technology,



the private vocational schools, the regulation of the private vocational schools and the apprenticeship training and support of training in business and industry. The idea behind it was not that any one form, such as the colleges, should be pre-empted, but that they all are legitimate alternatives and all are to be supported and sponsored. That has been the policy since 1972 for the whole division to advance on a broad front, if you will.

With regard to the private vocational schools, in particular, and the suggestion that they are being adversely affected by the colleges, I think the facts might suggest otherwise. I just had reason to check these figures, and 10 years ago, 1967, there were 127 registered private vocational schools servicing an estimated 11,000 students per year in Ontario.

**Mr. Sweeney:** Would you slow down, please?

**Mr. Adams:** This year, as of March 31, we had 129 registered private vocational schools with a student population of 27,000. With the advent of the colleges, I understand there was initially a downturn, a weeding out if you will, of the private vocational schools. What has happened is the good ones have survived and have grown stronger. In addition to regulating them, we have attempted to encourage them and support them at every turn because we recognize them as a very legitimate alternative to publicly supported training.

They are eligible for Canada student loans. We have just recently held a professional development day for the staff of the private vocational schools. We sponsored that, we hosted it for two days and we provided the instructors in an attempt to work with them to upgrade their staff and their professional approach to things. We have maintained a very close liaison, meeting with the executive of the private career educators' council frequently in order to discuss areas of common interest. We have also placed some training with them from time to time that traditionally was going 100 per cent to the colleges. That is training purchased by Canada from Ontario. We have put some of this out to the private vocational schools too.

I think our policy has been one to encourage all the forms simultaneously without prejudice.

**Mr. Sweeney:** Would you have any idea at all of the kind of mix in 1967 compared to the mix in 1977? You said there have been certain kinds of schools that have gone out of business and others that have flourished

more. Just raw numbers doesn't tell one much.

**Mr. Adams:** I couldn't. I know the good ones have survived but I know that's not the nature of your question.

[2:45]

**Mr. Hay:** In 1967, approximately one third of the schools were what was commonly known in those days as "fly-by-night" data processing schools. They have now been reduced to four in number. The four that are existing are reputable schools, I might add. We have some 29 secretarial schools, five electronics schools, 17 correspondence schools, 12 welding schools and a number of others in various occupations but in lesser numbers, to a total of 129.

I might also add that we have 26 schools which have made application and we are investigating them now. Prior to registering a school, we put it through a very rigorous and investigative process in which it has to supply its course in its entirety to us. We have it vetted, either by industry or by expertise in the government, before it's accepted as a viable course.

We also demand at this time that the teaching staff be of the same minimum quality as that employed in the colleges of applied arts and technology.

**Mr. Acting Chairman:** Thank you very much, Mr. Hay, for your very complete answer. Anything to add to that, Mr. Minister?

**Hon. Mr. Parrott:** I think we are all aware—

**Mr. Sweeney:** No, I think that is a legitimate answer.

**Hon. Mr. Parrott:** One very quick comment. Recognizing that you have the private and the public sector, I think it is nearly impossible to hope that the private sector would feel that it's all roses on its side of the fence, and I don't think for a moment you are suggesting that you want to discontinue the community college.

**Mr. Sweeney:** Oh no, that's not the intent.

**Hon. Mr. Parrott:** No, I know, and I wasn't inferring that; I said that to you. But as long as that large system is in place, it's a strong competitive force in the marketplace to the private vocational schools and you and I can't resolve that. That's all I'm trying to say to you.

**Mr. Sweeney:** All I want to be sure of, Mr. Minister, is that those people who legitimately set up such programs and provide a service and have the right to compete for "clients" have a fair chance to do so. I think

a mix is always better than either side having total control. As a matter of fact, I think when you do have some kind of a mix, there is a bit of a benchmark on both sides. Otherwise it is monopolistic. I don't think that should be either private or public, I think there should be a mix.

**Hon. Mr. Parrott:** I have said exactly those same things, I think we're right on side on this one.

**Mr. Acting Chairman:** I don't want this to end up as a mutual admiration society; maybe we should switch over and defer to Mr. Bounsall.

**Mr. Bounsall:** Thank you, Mr. Chairman. I have, in the shortness of the time allotted to the colleges, three areas I would like to touch on. Perhaps we can go through them one by one rather than piling them all up.

The three areas are the OCAP program, a series of remarks and questions on the apprenticeship program, and the final one—which I'll deal with first—concerns student representatives on the community colleges.

Starting with that, it was viewed with some interest by students around the province—certainly by myself and other persons in our caucus who have been critics of Colleges and Universities in previous estimates—that the Council of Regents recommended that there now be students on the community college boards of directors. That having been urged for quite some time in these estimates by previous critics of this ministry, we would have hoped finally that the idea had arrived. Therefore, I was rather disappointed—that's too mild a word for it—when the minister seemed to indicate that this would require legislative change in order to occur.

As you well know, this is not the fact and not the case. The Ministry of Colleges and Universities Act in the regulations does empower you to make regulations providing for the composition on the boards of governors. Therefore one can by the regulations ensure that students are represented on boards of governors without requiring any legislative change. I was asked to check this point out at one point by the Ontario Federation of Students immediately after you made that announcement and I came to the same conclusion that they did. Then, in subsequent talks with them, I have found that your approach now seems to be that you prefer to make it a legislative change rather than by regulation. You'd like to get away from governing by regulation wherever possible. That is a laudatory way of operating, except in this area where the change is needed rather soon.

The boards of governors traditionally make their appointments in December. There is no opportunity, I would think, if one wanted to pursue a legislative change, that a legislative change would be provided by this December. I don't know whether your intentions are not as you've been seeming to state them both in the press and then privately. But I can see no reason why you don't proceed immediately to make the regulation changes that would allow students on the boards of governors of our community colleges. In fact, I would urge you not to go through any legislative process to get it. We've been waiting for many months now for space on the legislative floor to deal with the Ryerson Act, which would probably take all of half an hour to deal with. There is no need to go to committee or anything else. Yet we can't seem to get time to deal with that.

When all sides politically and all people at Ryerson are agreed with the changes as proposed by the bill, surely there isn't very much that one wants to say if one is going to be in order with respect to the debate on the bill. It's out of order to try to get into other affairs at Ryerson, except the board changes obviously. Dealing with what would be in the bill, I can't see would take more than half an hour. You made a commitment in the estimates last July to push to see that that came forward this fall. We're pushing our House leader and we would hope that that would be coming forward in the next week or two. The problem, if I can diverge just slightly and be slightly out of order at this point, is not with the students on that board but in getting the alumni representatives on that revised board.

If we wait very much longer, we'll be waiting another year for it till next September, if we don't deal with that legislation in a week or two because of the alumni reps. So it's very important that that come forward. You've had so much trouble getting that bill brought forward, if you stick with your reaction to making a change legislatively in getting students on the board of governors, goodness knows when we'll get that bill before us. I urge you to use the power which you have in this very popular area, the appointment of students on college boards of governors, so that those appointments can take place this December.

Another interesting point, if you're so interested in not governing by regulation, if that is your true position and you would prefer to deal with everything legislatively, then we'd be delighted, to have your changes in the student award plan brought forward in a legislative sense so that we could have a full-blown second reading debate on that program rather than what would



be the normal way of bringing it through by regulation.

**Hon. Mr. Parrott:** I think you oversimplify it a little bit. First of all, if we go by regulation, one of the eight positions is now a defined position. There are eight appointments all from the general public. There is nothing in that clause which prevents a student from being appointed but if we make one of those positions mandatory as a student representative, we would obviously have to reduce board appointments by Council Regents from eight to seven. Or if we go to 13 appointments to the board in total—eight and four plus one—that will indeed require a change in the Act.

If we're going to set aside one of the general appointments—it is a regulation, we're not one hundred per cent sure we can make—that is only a portion of the problem.

The second one is that, indeed, it will be a decision made by government; it is now on the agenda of policy field and will be forward before too long.

**Mr. Bounsall:** Which do you prefer? Surely there's not too much advantage to increasing the board by one.

**Hon. Mr. Parrott:** It has to be a legislative change.

**Mr. Bounsall:** But, surely, there's not much advantage to that, is there? Is that what you're preferring at this point?

**Hon. Mr. Parrott:** I think that a 12-person board for it is not too large. I hate to see it with only seven appointments by Council of Regents. I would prefer an addition to the board; a thirteen man board isn't all that large.

**Mr. Bounsall:** If you feel a 13-man board is not all that large, why don't you make it 15 and have three students on it? If you're going to make a change, make it a meaningful change.

**Hon. Mr. Parrott:** We'll worry about that at a later date. I can assure you that it isn't going to be one of the legislative proposals. It is not going to go from 12 to 15—three of them students.

**Mr. Bounsall:** You know, there's no reason why not.

**Mr. Acting Chairman:** I'd like to suggest, if I might, that we're a little bit off topic. Or are we on topic?

**Mr. Bounsall:** We're dealing with the college, the Council of Regents.

**Hon. Mr. Parrott:** Yes. The Ryerson comment put us off course.

**Mr. Acting Chairman:** Okay.

**Mr. Bounsall:** What you're doing by wanting a legislated increase in the number of

members on the board, effectively means you're delaying the representation of students on it.

**Hon. Mr. Parrott:** Not, necessarily, effectively delaying the voice of students to the board.

**Mr. Bounsall:** For reasonable boards that has never been a problem.

**Hon. Mr. Parrott:** There are a large number of boards where, I understand, both the students and the boards and the administration are happy with the present arrangement. It would be a distortion of the fact to say that all boards across this province suffer from bad relationships with the student body. Many of them are quite happy the way they are.

**Mr. Bounsall:** I didn't say that, Mr. Minister. You've had more experience in this field than I have.

**Hon. Mr. Parrott:** You led us down that path and I didn't want anyone to get too far down there.

**Mr. Bounsall:** If your thoughts and your experience naturally flow in that direction, Mr. Minister, I can't help that.

If you're then going to make it a legislative change—with all the delay that will occur in getting it on the order paper and before us in the House—I would urge you, quite simply, to make it a meaningful change. Add more than one student per board.

On to the next area. On the apprentice program, I was interested in the comments that have been transferred so far. It has certainly been my impression that what's needed in Ontario is a lot more activity in the apprentice field. I agree that it looks to be quite some time before we will be in that situation where we are overloaded with qualified apprentices.

I've got three or four areas I want to bring up here. I was interested in the article in The Sun on October 17, commenting upon the minister's speech in Calgary, during the last week in September, at the Canadian Educational Association Conference. The article, I think, took it a little further than the minister's remarks intended. Even so, the minister was indicating—the inference one could easily draw was drawn by the reporter—that he is looking at the other forms of education. For example, the encouragement of the private trades schools and expansion in that area as a means of decreasing college expenses.

**Hon. Mr. Parrott:** No.

**Mr. Bounsall:** That wasn't your intention?



**Hon. Mr. Parrott:** No, I keep trying to repeat this point. It's so easy for people to assume that if you're building something up you're knocking or tearing down a competitor in that field. Not at all.

There's no relationship between those, other than the three divisions being equal partners. Right now the third arm of that leg is the third arm of—it's a bad Freudian slip, isn't it?

**Mr. Bounsall:** That's like not seeing yourself in the library.

**Hon. Mr. Parrott:** The third support arm of the ministry is not equal to the other two, but we as a ministry, and I as a minister, want it to be.  
[3:00]

**Mr. Bounsall:** The thing that comes to my mind is, what are the costs involved? Is it in fact less expensive or more expensive to the ministry to have the private trade schools? What support goes from the ministry to the private trade schools?

**Hon. Mr. Parrott:** Obviously it's less costly to the taxpayer. We have some administrative costs—

**Mr. Bounsall:** You're involved in the standards there as well?

**Hon. Mr. Parrott:** Mr. Hay's office is involved. As far as the total cost, do you have those figures readily available, Phil, or Mr. Hay himself?

**Mr. Adams:** Four or five people.

**Mr. Bounsall:** And that office does all of the standards scrutiny?

**Hon. Mr. Parrott:** Yes. And we want that not to be so fine-toothed that there is a feeling, by any stretch of the imagination, that they're being harassed. We want to protect the public—and we feel sure that on the present basis we are doing that—but not to the degree that they feel they don't have the freedom to offer the individualization of courses that they need.

**Mr. Bounsall:** My impression was that they were doing a good job and that they were being vetted properly.

**Hon. Mr. Parrott:** I really believe right now that the communication problem is at an all-time low. I could be wrong, and I'm sure that I'm biased in that, but we see the career council frequently. We have visited with them on a formal basis. I guess Mr. Sweeney's remarks weren't to say that they felt the ministry wasn't supportive but that they feel they've got a tough row to hoe. We agreed on that.

**Mr. Bounsall:** Another question in this area: What is the relative cost to the student

of attending a trade school as opposed to attending a course which you might devise in the community colleges? Is the course less expensive to the student in the college?

**Hon. Mr. Parrott:** No, I don't doubt that the cost to the individual student is a good deal higher than in a community college course.

**Mr. Bounsall:** So we have that disadvantage to it?

**Hon. Mr. Parrott:** Sure. Traditionally that has been the case in not only this area but in the conventional elementary and secondary system too.

**Mr. Bounsall:** Is the difference in costs about what we would expect—about triple?

**Hon. Mr. Parrott:** To the student?

**Mr. Bounsall:** Yes, if you ran an identical course in the college or devised one for the college?

**Hon. Mr. Parrott:** I don't know whether somebody else has got a better shot at that than I have, but the variation is fairly large.

**Mr. Acting Chairman:** Mr. Hay is making his way back up to the microphone. Mr. Philip had a question he wanted to ask; do you mind waiting?

**Mr. Hay:** The costs in the private vocational schools vary, of course; they run from \$100 to \$3,600. The schools costing \$3,600, you must understand, are those which normally require the same academic standards to get into as do the colleges; that is, grade 12 for a full-time course of six months or more. Students taking those courses are eligible for the Canada student loan program, provided they meet the criteria for those loans.

Generally speaking, though, the reason that the private vocational schools' costs are higher is, of course, that they live entirely on the fees paid; but the students take them because they are not receiving an education, they're receiving a skill, and they want to obtain that skill as quickly as possible, so they're quite willing to make this financial payment to the schools. The courses do run from \$100 to \$3,600.

**Mr. Bounsall:** The \$3,600, that is for what period of time?

**Mr. Hay:** That will be a 21-month course at a school such as the Devry Institute of Technology.

**Mr. Warner:** Do you differentiate between skill and education? I don't understand that.

**Mr. Hay:** Yes, because they only get the school subjects, they don't get the extraneous humanities that are thrown in at the community colleges.

**Mr. Warner:** So learning a skill is different from receiving an education?

**Mr. Bounsall:** That puts humanities where it should be in the scheme of things.

**Mr. Warner:** It boggles the mind. I can't understand that. I don't grasp how you can differentiate it that way.

**Mr. Hay:** When you're going to community college you take the skill subjects as well as the general education subjects, so we consider them to be getting a broader education.

**Mr. Warner:** In other words, skill is part of a broader education—

**Mr. Hay:** That's correct.

**Mr. Warner:** —and therefore it could fit into the definition of what an education is.

**Mr. Hay:** That is correct.

**Mr. Warner:** It's a component of an education.

**Mr. Hay:** When they're going to a private vocational school they are not getting those extra subjects which can be considered to put it into the component of education but only the skilled subjects which will give them a gainful occupation.

**Mr. Warner:** Right, which could rightfully be seen as one of the responsibilities of government.

**Mr. Hay:** That's correct.

**Mr. Warner:** That's why I accept your admission of guilt, as stated earlier, from those figures.

You told me earlier that 10 years ago there were roughly 11,000 students, and 27,000 now, in the private schools. I take that to be an admission of failure in not having developed the college system adequately enough, otherwise we wouldn't have that high number of students.

**Hon. Mr. Parrott:** Are you saying to me that you think the private vocational schools should be out of business?

**Mr. Warner:** I don't understand. I take it as a failure on behalf of the government.

**Mr. Bounsall:** Let's put it another way, Mr. Minister. Are you happy with a fee for a 21-month program at a private vocational school which is slightly more than double for a complete lack of all the other educational benefits that you get at a college?

**Hon. Mr. Parrott:** I'm very happy that we have two systems.

**Mr. Bounsall:** Why?

**Hon. Mr. Parrott:** I'd hate to see one of them fail.

**Mr. Warner:** Yours isn't as good, is that what you're saying?

**Hon. Mr. Parrott:** No, I didn't say that at all. I hope that we can get off that way of expressing it, because really I don't think that's very productive. But if we must, let us know.

There is no doubt in my mind that there is a very significant role for the private vocational schools as well as the community college system.

**Mr. Bounsall:** Okay, but let's put it this way. There are areas in the private vocational schools, areas which they've been in for a long time, which might be foolish at this time, or in the very near future, for the colleges to take.

However, it's been admitted here today that for a 21-month course in the private sector you'll be paying slightly over double what you'd pay in the college sector, for a program which does not have other educational components in it that we would hope all students would be getting in their education.

That says to me that if we're interested in educating students in Ontario we should be striving wherever possible—as you did with the nurses—for that education to take place in the well-rounded atmosphere of the college system, where you have access to humanities and in fact, it's going to be less expensive for the student.

**Hon. Mr. Parrott:** To put it in the positive vein, it's generally accepted that students in the community college system are expected to take approximately 30 per cent non-technical courses relative to their specific technical training. In a broad sense, those are—if I can use the all-inclusive term—educational in that sense as compared to technical.

**Mr. Bounsall:** Do you find that, in philosophical terms, an advantage or not an advantage?

**Hon. Mr. Parrott:** I think it's an advantage to have another system that has a different perspective of what the need is for their client. They see it as clearly a highly condensed opportunity to deliver a skilled training to those individuals in as quick a time as possible. There are two alternative systems, somewhat comparable, but to take either of them out of our society would be a serious mistake.

**Mr. Bounsall:** No one is saying we should, except one has to look at how things are going to develop in the future.

**Hon. Mr. Parrott:** Your confrere said it was an admission of defeat.



**Mr. Bounsall:** I didn't say that.

**Hon. Mr. Parrott:** No, but he did.

**Mr. Bounsall:** He's saying the same thing in another way, I believe. Let me ask for the future. In philosophic terms, what are the Minister of Colleges and Universities and perhaps some of his staff saying? I would like their philosophic comments, yours and perhaps your deputy minister's, on the worth of that 30 per cent of time spent on "other educational courses." Is it worth it or not, because that's what's lacking in the private schools. They pay slightly more than double what the college student would pay over the same time to take that course which has that other educational value content not in it. In the light of that, how do you intend to develop your system in the future?

**Hon. Mr. Parrott:** I certainly think that the 30 per cent is well worth it. It's considered policy. Surely you can't go from that statement to draw the conclusion that it's mandatory in the private career system because you are assuming that all education is institutionally bound up. What a travesty.

**Mr. Sweeney:** If the government is going to do everything in our society you have to assume that. There's no other alternative.

**Mr. Warner:** That is saying education is a product and you sell it. It's like making money off children because you operate day-care centres or making money off old people because you run nursing homes. It's the same kind of business, if you want to treat education as a business.

**Mr. Sweeney:** You either have the government running everything or you give people the choice. If you give people the choice, you have to give some sort of advantage on both sides.

**Mr. Bounsall:** What I'm interested in is the ministry stating its philosophy.

**Mr. Sweeney:** I am interested in people with free will who make their choice, not products, not talking to the machine.

**Mr. Bounsall:** We're talking about whether the Minister of Colleges and Universities and his staff are happy to have a system develop in the future in two directions. One is a system in which students pay less than half for an education which is going to be more rounded, as opposed to one in which they pay slightly more than double for one which doesn't have the other educational components in it. Which way are you going to move, if you have a choice in a given area which, let's say, is new?

**Hon. Mr. Parrott:** We're going to maintain the status quo on that one as best we can.

**Mr. Warner:** Maybe we should have a choice then?

**Hon. Mr. Parrott:** That's precisely what I said.

**Mr. Bounsall:** That shows through on your attitude toward students on the Council of Regents as well.

**Mr. Acting Chairman:** Are you finished with that particular topic, because I do think that Mr. Philip wanted to speak on that topic, at least he indicated he did.

**Mr. Philip:** No. I wanted to speak on this item number, but not on the specific topic that Mr. Bounsall was talking on.

**Mr. Bounsall:** Very quickly, I'll finish off the third one on OCAP, the Ontario career action program. This is the \$100-a-week payment which, I guess, is administered by your branch in which students between 16 and 25 are to have a six-month work experience in order to be better qualified to get a second job. This is administered and overlooked by your ministry, I gather.

[3:15]

Are you aware with the way in which, in at least some instances, these \$100-a-week jobs—less than the pitiful minimum wage we already have in the province—are being used? The community colleges had to make it a point in their negotiations to get one of your community colleges, Niagara, to have that number of OCAP students down to 10 per cent of the numbers of people within their unit. Niagara had been using as many as one-third of them. In government and in the college system, their use is really replacing contract employees, which have been replacing full-time employees. But even so the contract employees at least were paid a decent wage.

There are widespread instances across this province where these students have been replacing, at lower than the minimum wage, persons who would normally be on contract. A good example of the tremendous overuse of them has been at Niagara College. Down at Kingston Psychiatric, for example—and there is supposed to be a training component in the job—they have six of the OCAP people, five of them in the housekeeping and kitchen staff where they are unsupervised, in essence receiving no training. They are not gaining the type of experience there from which one could reasonably expect to get another job.



The sixth person is employed as a driver, replacing a temporary employee paid at the union rate, in which all he does, in essence, is drive a car, whenever a group needs some transportation from one place to another. He is spending six months simply driving a car which doesn't, in my opinion, give him any kind of training experience whatsoever. After the end of that six month period, I doubt he'd be able to go out into the work force and have some sort of job reference that is worth anything as a result.

What I am saying is, the government in particular is misusing these students as a source of very inexpensive labour. You perhaps don't have total control over what other branches of government do—or, in fact, any control. But certainly you should have control over what type of job these young people are going into. All of them, for example, at Kingston Psychiatric are receiving no component of training in this supposedly career action program and this happens all too often. It looks like the ministry is doing nothing at all to see that those young people who get approved on this \$100 per week job in fact are getting some career training. It appears from the results that I can find that nothing very much is done to ensure that they get some reasonable career training.

**Hon. Mr. Parrott:** I'm going to be very brief on this because I would like Mr. Don Ahrens to reply to the basic information portion of it. Basically, towards the end, you recognized that it was a training, not solely—

**Mr. Bounsall:** It is called "career action"—

**Hon. Mr. Parrott:** It is a training program. Training doesn't necessarily just relate to the ability to drive a car, as in the illustration you used. Sometimes training is first required in holding a job, to know some of the basic rules of government, and that is awfully good training in the early stages of employment—the importance of being on time and a few other things that are just not taken for granted in a program. I think we have no doubt in our minds that it has helped a large number of young people make the transition from the sheltered environment that they have been in, whatever that might be, to an experience in the labour force. That in itself, the general term of training, can apply and since it's a short duration program it is of tremendous benefit to those individuals. We could go on with that at some length.

**Mr. Ahrens:** I think the member was mentioning the incident at Niagara College and that Niagara College negotiated the 10 per cent decrease. Before we put people into

the college, my office and OPSEU came to a natural agreement that we wouldn't put any more than 10 per cent of the unionized staff on staff.

I am utterly shocked at the information that you got from Niagara. It sounds like the whole roof fell in. I understand that this whole thing came from one complaint where a dean wanted somebody to work on a Saturday morning. He listed that job on the bulletin board; none of the regulars wanted it and he asked the OCAP person if he would pay that individual overtime if they would type Saturday morning. I got that complaint—I think that was almost two years ago that you are talking about—that complaint came through OPSEU, we talked about it and got it in very, very fine detail. With the civil service union we all discovered that it was a complete misunderstanding.

**Mr. Bounsall:** But at Niagara, was there not at that point one-third of the unionized staff—

**Mr. Ahrens:** Why don't we have a trainee with each trainer in Niagara College? The college is a training institution and there is no reason why the professional people in the college shouldn't be trainers as much as—

**Mr. Bounsall:** But that wasn't what was happening, was it? In fact, we had fairly high-skilled persons who were under the age of 25 and therefore eligible for the program, taking regular normal positions at Niagara—positions that would, in a great many of the instances, normally be held by at least contract people, if not full-time people.

**Mr. Ahrens:** The rule is—and there is a statement made to everybody—that the OCAP trainee does not take the place of a regular working position. If that is happening in sporadic occurrences—we had one case in Peterborough where we withdrew the individual immediately, I am not aware of that happening in Niagara College. We keep very close contact with the college situations, and if you have names and places, I think we should talk from there. We are in direct contact with the colleges every day and with the civil service union. If there was any dissatisfaction I am quite sure they would have told me about it.

**Mr. Bounsall:** Let me direct you to the six positions at Kingston Psychiatric—all six, and particularly the one of the driver, and who he replaced, and who they didn't hire back. How that one arose is that the regular driver in that position was ill; they had a replacement at the normal rate who then was replaced by this \$100-a-week person. It looks simply like a grab to get a cheap, inexpensive individual doing one type of job

for them, which in my opinion has virtually no training in it at all.

With the number of unemployed 16- to 25-year-olds in the province—and in reply to the minister—what you have here is a large number of people who do not have any problem in getting up and holding down an eight-hour-a-day job. You could run into that with the disabled people to a certain extent—of trying to get them on a routine. Or the emotionally disadvantaged. But not with the people who are, by and large, coming into this program but who are not being given sufficient training or career action while in it, that matches either their capabilities, or provides them with anything out the other end.

**Mr. Ahrens:** If I may answer the question. First of all, I am not aware of the driver. I will investigate that and give a reply on that particular case. If that's happening, that's got to stop. I have just heard about that now, but I will look into it immediately.

I think the thing that you have got to be aware of is that employers will not hire an individual, a youth especially, if he is unemployed or if he is on welfare, or if he is receiving UIC. It seems to be a black mark if a young individual is unemployed for more than three months. Employers just turn him down in the interview because they figure if he was good, he'd have a job.

Most people get jobs because they've got jobs. A lot of people who are coming on the OCAP program are working within three or four months after they are on the program. All it is is applying for a job that is advertised, and they are applying from a position of strength. That's really the basis of the OCAP program.

Where he is going to be hiring, the individual will call the present trainer and say, "Is this guy punctual? Is he industrious? Does he want to work?" Those are the three key questions that keep being answered and if those are all positive, the individual's possibility of getting a job is very high, especially over the ones on welfare or other form of support. So 71 per cent of the kids who are on the program have become employed. It's going up as time goes by.

As to kitchen help, it's unfortunate that those people weren't supervised. I'll investigate that. We need truck drivers. There's a demand for truck drivers. If an individual can prove to a company, and even an insurance company, that he has had X number of hours driving a truck, or X number of miles driving a truck, he's got a better chance of getting a job with a trucking company or a delivery company than somebody who's been on welfare for four months. So, it's not just, maybe, the menial skill in the kitchen help.

We've got a real demand for service help in the province of Ontario, reliable service help that can go into a kitchen—the short-order cook, the waitress. There's a demand for those types of people and those people are getting jobs from that kind of training.

**Hon. Mr. Parrott:** What is the success rate?

**Mr. Ahrens:** We are quite a way over. The last time that we did a check on it, we were way over 71 per cent. Now, it seems that as it grows, the reputation is growing, and people are asking for people that were on the OCAP Program. I haven't taken a check within the last two or three months because we have been involved in other things, but I'm pretty sure it's closer to 80 per cent at the present time.

**Mr. Warner:** How many people?

**Mr. Ahrens:** With the budget we have available at the present time, we're talking about 3,000 people in this fiscal year.

**Mr. Bounsall:** If I can just wrap up with one quick question: You don't really see it as the training program, but simply as a means whereby young people have spent X many months as the major thrust?

**Mr. Ahrens:** No. It is a training program. We won't let anybody on the program unless he or she submits to an intense training plan, and we monitor that plan every two weeks. We phone the individual; we phone the trainee and ask, "Is that training plan being followed?" We also talk to the supervisor, and if it isn't being followed, we contact the supervisor immediately to get back on the training plan. It is a training plan.

**Mr. Bounsall:** In that regard, then, look at the other five in the housekeeping kitchen sector of Kingston Psychiatric as to what sort of training plan they've really got them on there, because that's in doubt.

**Mr. Acting Chairman:** I think Mr. Ahrens indicated he would do some research and give you an answer. Is there anyone else who would like a copy of the reply that will be prepared? Mr. Sweeney?

**Mr. Sweeney:** Yes, I would, please.

**Mr. Acting Chairman:** Mr. Elgie? Those three people, then: Mr. Sweeney, Mr. Elgie and Mr. Bounsall. We do have to move along. I'm sorry I've kept you waiting.

**Mr. Philip:** Yes. Mr. Chairman, I would like to look at the whole area of the professional development of community college teachers. As a way of moving into that particular item, I wonder if the minister would



be good enough to tell me—I understand that a letter went out from you to the community colleges asking them to do a survey of local communities regarding under-educated adults. Is the minister aware that that's created tremendous confusion in these colleges, that many of them are not aware exactly of what the minister wants them to do, that they're not aware of the method of conducting that kind of study, and that there's no funding available for doing that?

**Hon. Mr. Parrott:** I think this was directly out of last summer's estimates, where the matter of literacy arose. I've forgotten whether it was yourself, Mr. Bounsall or Mr. Warner. Was it yourself, Mr. Sweeney? All right. It's a very subjective appraisal on many occasions, so we thought we'd do some serious investigation of the illiteracy in our society and this was a start down that particular road, and coming right out of our estimates. If they have some questions that they wish answered, I'm sure the first thing they should do is get in touch with the college affairs division.

[3:30]

**Mr. Acting Chairman:** We are running out of time.

**Mr. Noble:** We sent a very general memorandum to the colleges, asking them for any information on illiteracy in their regions. The theory was quite simple: If the community colleges were addressing that problem in any depth, they would have a lot of information on it. If there wasn't, we could perhaps spend some money in research on the problem. That was the intent of the letter.

**Mr. Philip:** As a result of that, can you tell us how much feedback you have had on that to date and whether you are prepared to spend any money on some adequate research in the area?

**Mr. Noble:** The replies haven't all come back in. It looks as though in some areas the colleges have got a reasonable amount of information and in others they have got very little. There are the general statistics out of Statistics Canada which is mostly what is coming back.

**Mr. Philip:** Are you aware of the feeling among some college teachers that perhaps there is a link between this program, which they consider a shot-in-the-dark type of program, and the fact that the minister turned down the proposal by World Literacy of Canada for a very well thought-out program? The program was backed by such eminent people as Dr. Roby Kidd and Dr. James Draper, who I am sure you are familiar with, but the

ministry turned down that program. Are you aware that there is suspicion in the field that perhaps this program is merely a way of trying to show that there is no problem out there rather than to actually discover the problem?

**Mr. Noble:** You have asked a lot of questions. Let me try to trot through them.

First of all, I don't believe that the ministry has flatly turned down the request. I believe the intent of the memo was very simple, and that was to determine what was out there before we decided to spend money. It hasn't been turned down; it was merely a simple, straightforward question that was asked of all the colleges. There is nothing wrong with sending out a request for information and the information coming back saying, "Sorry, we don't have any," because then you can deal with hard facts.

**Mr. Philip:** If you are going to request information, would it not make some sense to develop at least the methodology for collecting that information in order that you can make some comparisons and in order that you can identify those people who are not capable or may need some skill training in the collecting of the kind of information that will make some kind of sense?

**Mr. Noble:** Yes, if that's what you are looking for.

**Mr. Philip:** And why was that not done?

**Mr. Noble:** Because we were looking for the information that was already out there. We did not want to get the colleges into a great methodological search for the information.

**Mr. Philip:** Do you see then that the next step is the developing or the training of people to collect the data in a systematic way and possibly the funding of a pilot project such as the one proposed by World Literacy of Canada?

**Mr. Noble:** I think that when the information comes in—and I don't think it is going to be a lot of information—the next step will be to look at the simplest and cheapest way to get the information.

**Mr. Philip:** Okay. In the light of the improving relationship between OISE and the communities, particularly the department of adult education and the communities, would you—well, if you think it's bad now, you should have seen what it was like when I was there a few years ago. Things are improving, believe it or not.

In that light then, would you tell us then whether, before you sent out your survey, you at least consulted the department of



adult education at OISE, knowing that there are skilled people there who have done a lot of research and who have a lot of experience in literacy training, and whether any judgment on the project was passed either by that body, by the Ontario Association of Continuing Education or by any of the professional bodies that are interested in this kind of thing?

**Mr. Noble:** I think you are loading your question with so many assumptions, I can't deal with all of them. You know, if you walk into a classroom, you can ask whether the students are there or you can ask their life histories, and in this case we were simply asking whether they were there.

**Mr. Philip:** Okay, as a way of moving from that—because I used that as an example to show how often the ministry is requiring people out there in the field to do things that they haven't been adequately prepared for or trained to do—it seems to me that if you look at the professional development of community college professionals, teachers, you have out there a great cafeteria of all kinds of programs, very few of them co-ordinated, very few of them connected one with the other, and I'm wondering how much money is being wasted.

There's not enough money being spent on professional development, but how much money is being wasted by this lack of co-ordination in professional development?

**Mr. Acting Chairman:** The answer, whoever will provide it, will be less than two minutes, because we will call the vote in two minutes.

**Hon. Mr. Parrott:** John Lynch will answer.

**Mr. Acting Chairman:** The members of the committee agreed at the beginning that we would have at least an hour for the last vote and it should be started at 3:40.

**Mr. Lynch:** I believe the answer to Mr. Philip's question is simply that this year we have hired a co-ordinator of staff development, who is working very closely with the staff and educational development officer group in the colleges to ensure that the type of co-ordination Mr. Philip is looking for is there. In fact, in the past I myself was involved, and I do believe that we are providing a great deal of co-ordination, and we are looking at the type of budget from the colleges that may either enhance that or bring together other efforts.

In this we have, as Mr. Philip knows, worked very closely with OISE, and I might also add that, contrary to the inference, there are a great number of well qualified researchers within both the administrative

and faculty groups in the colleges capable of doing good, solid research.

**Mr. Philip:** May I just ask a supplementary on that? There is a professional development officers' association now in the province and that is, I must say, a credit to the fact that professional development is at least enlarging in the province. A few years ago there couldn't have been an association because there weren't enough professional development officers to make up an association.

Do you see that perhaps the next stage might be to put some kind of funding into that association and from there gradually develop what, for want of a better word, might be an academy of or some kind of a central resource centre whereby professional development could be co-ordinated by people in the profession?

The alternative to that would be the one which I would very, very strongly oppose, which would be to remove the professional development from the colleges and make them subservient to the universities or some other body. I don't think that that's the route to go. I'm wondering what you propose to do to keep professional development in the hands of the community colleges and financed adequately?

**Mr. Lynch:** There is actually no question of turning over the concept of professional development in the community colleges to an outside body of any type. We have considered an academy as one alternative method among four or five that we are presently looking at. That will, however, be set up by the colleges for the colleges using the expertise that we have developed over the 10 years in the colleges and co-ordinated by the ministry through the co-ordinator of staff development.

**Mr. Philip:** Who do you see the academy under the control of? The professional development professionals or—

**Mr. Lynch:** The academy will probably be under the direction or advice of the Council of Regents and through the Committee of Presidents.

**Mr. Philip:** Assuming that this is in the near future then, what kind of funding are you talking about?

**Mr. Lynch:** We're not talking any funding now because, first of all, we have to establish the viable alternatives, assess those, and then look at the economic system at that time and decide how we will fund it at that period of time.

**Mr. Philip:** As I understand it, the professional development officers' association,

that particular group, is preparing a paper for the consideration of the ministry. Do we expect that, on the assumption that some funding will be needed as a result of those proposals, you at least are willing to accept the principle that more professional development is needed in the community colleges, that more co-ordination is needed and, therefore, that somebody will have to be funded in order to do it?

**Mr. Lynch:** First of all, I would like to correct one impression. There is no association of staff and educational development officers. They are simply the staff and educational development officers within the college, working through the committee of presidents and reporting through the senior academic officers to the Council of Regents.

**Mr. Philip:** We are playing with words. What you've got is an identifiable group of professionals who are professional trainers and who are in the occupation of doing professional development in community colleges and who meet on a regular basis. So whether you call it an association or not—that's immaterial.

**Mr. Lynch:** They meet once a year, yes.

**Mr. Philip:** No, I object to that. They meet a lot more frequently than that. If you move in adult education circles, as I know you have in the past—and I used to know you years ago—you would realize that these people have a lot of informal and formal communication with each other.

**Mr. Lynch:** All right, you made the distinction I want. They meet very frequently on an informal basis. The point to be made is that within the college system they meet regularly as a group only once a year. I understand that they will be presenting a white paper which I requested a year ago. That will, perhaps, require some funding. However, if the paper is of the nature I understand it to be, it will likely not require any further funding this year or next. There will be a need for funding, but I think what we have to look at is the availability of funds relative to the cost of salaries and other things; and we will have to set up our priorities in that respect.

I can't say at this point in time, until we have all the data together, how much money will be available and from whence it will come.

**Mr. Acting Chairman:** I am sorry, I am going to have to stop you at that point. We did agree that we would have an hour for the final vote and we now have 59 minutes for the final vote.

**Mr. Grande:** Mr. Chairman, on a point of order, if I may. I beg the indulgence of the committee. I realize the settlement that has been reached, the negotiations or whatever. If the committee allows, I have two or three questions regarding George Brown College and a particular course. Again, I am in the hands of the committee.

**Mr. Sweeney:** The motion came from your member. I would refer back to him to change the motion.

**Hon. Mr. Parrott:** That sounds—if I could interject—quite a defined area of questioning. Why can't we set up the member with the appropriate person and carry on with the other debate? Would you accept that? It won't be on the record but you will get the information if that is what you wish. If you want it on the record, then that is up to the committee.

**Mr. Bounsall:** Can you make it one question?

**Mr. Grande:** No, I really think it is impossible. It should be on the record, I think.

**Mr. Acting Chairman:** Mr. Bounsall, are you prepared to change what you asked for? We did agree.

**Mr. Bounsall:** If it's a specific area and if there is someone here to answer it, and it's only going to be two or three minutes, I'm easy. Try it and we'll cut you off in three minutes.

**Mr. Grande:** I will not be any longer than three minutes.

**Dr. Parr:** That's just time for the question but none for the answer.

**Mr. Acting Chairman:** All right, Mr. Grande, I will cut you off at the end of five minutes.

**Mr. Grande:** Thank you very much. Mr. Minister, the concern that I have regards George Brown College and a particular course called the preventive dental assistance course. To the best of my understanding that particular course was offered at George Brown College on a part-time basis last year. You had, I believe, 40 people involved in that course. Last year those people understood that if they were successful in that first-year part-time course, all of them would be able to take a second year which, I understand, is full-time.

Over the summer these people held jobs; they were working. They released themselves from their duties in their jobs, thinking that in September they would be full-time at George Brown College in this particular course.

[3:45]



What happened is that 15 of them were utterly disillusioned. They were told by the college that there was no way they could be in that course. Apparently, there was a maximum number, 48 full-time and 20 part-time, and only 48 positions open for the second year. That means that 15 of these students left their jobs and then could not get into the course. The reason that the students got for this was that it was purely a political decision. That's all they were able to get from the dean or the administrator at George Brown College.

**Hon. Mr. Parrott:** What do you mean by a political decision?

**Mr. Grande:** I don't know whether they went any further than that in terms of the dean and administrator of the college saying that there are political pressures not to allow these other 15 people to take this course. I'm just asking the question, what took place in that particular course in terms of the ministry vis-à-vis George Brown College?

**Mr. Mecredy:** I think that the answer to that is that during the past year there has been considerable pressure from the profession and from all of the knowledgeable areas that we were working towards an oversupply of the second level of dental auxiliary. Bearing that in mind, it was agreed that the intake for the second year of these courses throughout Ontario in the 11 colleges at which it is being presented, would be reduced by about 20 per cent.

I cannot confirm the exact figures you are using there, but George Brown College did come to us and say, "We have a problem. Due to a misunderstanding, some of our students in that first year did not realize that it is indeed a one-year course and that everybody is not entitled to go on to the second-year course." George Brown's approved allotment for the second year this year was 40. It was agreed that they could take more than that 40 in order to account for this misunderstanding of those students in the first year. The actual number that George Brown has in the second year this year is 48 students. That doesn't necessarily match up with—I believe you said 12. There has been an attempt made and an exception made in George Brown's case to exceed its quota in order to be fair to these students. There did appear to be a genuine case of misunderstanding.

**Mr. Grande:** Who made the decision? Was it at George Brown College or was it within the ministry that due to these particular pressures—

**Hon. Mr. Parrott:** I think you are asking about the number of positions across Ontario for level 2. We have 11 colleges involved with the program. It was a province-wide decision on the number of those places that we were to accept.

**Mr. Grande:** I see. Its for these students who started out, you choose to call it a misunderstanding. I respect that; perhaps it was. I don't know. Those 15 students at George Brown college, who started out in good faith thinking they were taking that first year course and then would be going to the second-year course, are out. They've lost their jobs and they cannot take the course. Is that what the college will say to these people, that it was a political decision?

**Hon. Mr. Parrott:** That's hardly a political decision, as I understand the word "political". We're obviously interested and concerned in trying to do something about relating the number of those level 2 people to the number of job opportunities on a province wide basis. I don't think anyone ever misunderstood at my level and Mr. Mecredy's level that the basic concept of the program was that we needed much larger numbers of level 1 than of level 2 and of those who were going on to the extended duties of level 2.

To try to work out those relationships when we were in a brand new situation wasn't exactly easy, particularly when we had no way of determining just what the job market experience would be down the road. There had to be some give and take in those programs. There was just no way we could do a survey. It is one thing to ask the profession how many they will employ and it's another thing a year after they are on the market to say, "Why didn't you employ the numbers that you promised." A lot of reasons would come into that decision why they couldn't. The statistics can never match one on one.

It seems so easy but I think you would agree it's difficult. That's been the discussion we've had in other areas as well. We're trying very hard to relate the need and the number of job training positions. It's a new program. You are well aware of that I'm sure.

**Mr. Acting Chairman:** Gentlemen, we did make an agreement at the beginning of the meeting.

Vote 2703 agreed to.

On vote 2704, student affairs program:

**Mr. Acting Chairman:** Mr. Sweeney, do you wish to start?

**Hon. Mr. Parrott:** Before you do, and it will be done, you are both aware of the two people who have joined us here at the table. John Bonner is the planner for student



assistance and Bill Clarkson is the director of the student awards branch.

**Mr. Sweeney:** I want to direct most of my questions, as I think you probably would expect, to your most recent announcement as to your plans for 1978, because obviously we are not going to do very much in 1977. I'd like to take it from two perspectives. First of all, there are those kinds of things which you have said which would appear from one perspective anyway to be improvements, but there are some doubts in them. Secondly, there are those things that you've said, which I think are backward steps.

There are three things which you have addressed yourself to and which we have spoken to at past meetings of these estimates committees. I want to indicate certain approval and support for doing so. If I may use the term, however, in each one of them there's a little bit of a hooker. Until you or somebody can give me some answers to those uncertainties, let's put it that way, it's possible that in the long run what appeared to be three improvements may not be so. That's why I think it's critical that we get the key figures here.

The first one is that you will now permit some students to apply for a grant without having to take the mandatory loan.

**Hon. Mr. Parrott:** All students.

**Mr. Sweeney:** I guess maybe what I'm suggesting is that there will be a smaller number of students who can actually qualify for that, but they can apply.

**Hon. Mr. Parrott:** Not necessarily.

**Mr. Sweeney:** No.

**Hon. Mr. Parrott:** You get smaller numbers.

**Mr. Sweeney:** The point I think that has to be addressed to you, however, is that until we know what the trigger-in figure is, then we're not going to know how many people can benefit from that. For example, let's just take the parental contribution: Under OSAP at present I believe the trigger-in figure, when you can get significant grants, is about \$7,500. Under the OLANTG proposal the trigger-in figure, I believe, was about \$1,000. That's quite a wide range.

Obviously if you set the parental income factor low enough, no one is going to be able to qualify; and the higher up you go, obviously the more people are going to be able to qualify. Until we have some indication as to what that trigger-in figure is going to be, we really won't know whether in fact anyone can benefit from it or whether very few can benefit from it.

The other thing we won't know is that even though you say they don't have to go after a loan, if the amount of grants they

end up being eligible for is sufficiently low they are going to have to go get a loan anyway. So in the long run what looks like a good thing may not be at all. I would like you to respond. I've got three or four like that but would you respond to that?

**Hon. Mr. Parrott:** The concept that you support is one that distinguishes between the two programs and that they can be assessed on different criteria. That much we agree on.

**Mr. Sweeney:** Right.

**Hon. Mr. Parrott:** In the course of the next two months we will work out all of the specifics that you are asking essentially me to give today. We can't do that today. But what we can agree on—or can agree to discuss, I hope—is, philosophically, do you think we should keep the field as narrow as possible and fund as generously therefore as can be done, or should we extend the range out and include more students, who will, as a collective group, have fewer dollars per individual? That's a philosophical position that we can take.

I am sure we could narrow it down where the parental income contribution table would reflect that we would only have 5,000 people eligible for awards. They would obviously get a great deal of money. We are obviously not going to do that. And we could extend it out where every single person, save a very small number at the extreme end of the parental contribution scale, would get some money—right from a generous amount to very little.

That range is open for debate. Maybe John Bonner can give you some specifics that help guide us. All I want to state again is that the more students are in—and part of that is controlled by the parental contribution figure—the less, on average, would be the award to an individual. It can always start at full funding and go to zero. We are talking about the average funding.

**Mr. Bonner:** The OLANTG proposal, which you referred, did quote the \$1,000 figure in the example they used—

**Mr. Sweeney:** Excuse me. The only reason I mentioned it was that they are the only two figures we have got to go on. I only wanted to show that there is a wide variation there—not that you were going to do it.

**Mr. Bonner:** It is just that their principle apparently was that virtually every family had to contribute something. That seemed to be the direction they were going in. As I see it now, the likelihood is that we will be coming in just under the current cutoff point or just over it. That's the way the analysis seems to go right now.

The point the minister is making is that if we go over it, it means we are restricting the grants to a smaller group of students. If we come in under it—say we came in at \$5,000 rather than \$7,500—it means we can extend grant eligibility to people with higher incomes. That's the point we are at.

**Mr. Sweeney:** Would it not be reasonably close to presume that, given the fact that the financial resources of the wide range of students is not going to change very significantly—a few will go up and a few will go down but the overall average isn't going to change very much—that in fact this change really is no change at all? The students who still need loan and grant dollars—in other words, let's say they still need a total of \$2,500 from the two sources now—are still going to need \$2,500, and they are not going to get \$2,500 in grants. The only real difference is that they'll be able to get the grant first and then get the loan, rather than getting the loan first then the grant, but they're still going to need the same number of dollars. It really isn't going to make any difference.

[4:00]

**Hon. Mr. Parrott:** If we leave that table precisely the same.

**Mr. Sweeney:** But that's what John is suggesting.

**Hon. Mr. Parrott:** Why, then, don't we take that table as a base, and knowing that the bottom line of the equation—and this is very essential—is \$76 billion for the coming year, say—what would you do? Would you change the table? Knowing that you have a bottom line—that's the other hooker that's there now—people want to say, 'Look, why don't we just add to that figure?' If we could get away from that discussion and take for this discussion that that's the final figure, how would you change the table? That's the kind of dialogue that we really have been looking for. Do you think we have been too generous to the middle income family or too tough on them? Should we have added at one end of that scale or the other? We could take that as a starting point.

**Mr. Sweeney:** Okay, Mr. Minister, let me put it this way. I know you've made some attempt to go out and talk to people about it—and by the way I want to refer to that area, because I question how you did that, but nevertheless—

**Hon. Mr. Parrott:** I question how you did it too. Sure, same game. You were in Western the day before myself and not necessarily trying to make it easier to dialogue.

**Mr. Sweeney:** Well, Mr. Minister, I—

**Hon. Mr. Parrott:** I'm making the point that if you didn't agree with me, we could agree to disagree.

**Mr. Sweeney:** Let's just pick that one up. Will you not agree with me that the students at the university level are going to be more affected by these changes than at the community college level?

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Significantly more.

**Hon. Mr. Parrott:** Yes.

**Mr. Sweeney:** Now, why would you, in southern Ontario, meet at only one university centre and all your other meetings be at community college centres?

**Hon. Mr. Parrott:** I met at one institution in southwestern Ontario and that was at the largest institution. In Toronto where I met at a community college, the criticism was that I didn't attend the largest institution. You tell me how you can get it both ways. If you're saying why didn't I have 50 meetings, there's a pretty obvious answer.

**Mr. Sweeney:** All I'm saying is that if you really wanted to get legitimate feedback, surely you should go to those centres where the bulk of people are who are going to be affected.

**Hon. Mr. Parrott:** That's precisely what I did at Western Ontario.

**Mr. Sweeney:** Yes, but that's the only one.

**Hon. Mr. Parrott:** No. I think in northern Ontario the largest centre was, indeed, Laurentian University, and I was there. In Ottawa, I didn't go to the largest centre, I went to a community college—but, indeed, the president of Algonquin told me that if you consider all of the students, full and part time, indeed I did go to the largest centre. So you can argue it any way and you can make the case that I wasn't at enough places, but that isn't what you're saying.

**Mr. Sweeney:** No, I'm saying that—

**Hon. Mr. Parrott:** You're saying that I went to the wrong places.

**Mr. Sweeney:** Right. Right.

**Hon. Mr. Parrott:** Another five would have drawn exactly the same kind of argument.

**Mr. Sweeney:** I was on four campuses, Mr. Minister, and the largest argument at all four of them was that they didn't feel they had an honest and legitimate chance to get you—

**Hon. Mr. Parrott:** Where would you have gone, then? Let's reverse the procedure. Where the devil would you have gone, and



you had some limitations of time? What five would you have chosen?

**Mr. Sweeney:** Okay, I'd agree with Western. Surely, here it would have been the University of Toronto?

**Hon. Mr. Parrott:** I haven't said I wouldn't go to the University of Toronto.

**Mr. Sweeney:** I understand that the students there have asked and you won't give them an indication—

**Hon. Mr. Parrott:** I haven't had any time since the program was announced.

**Mr. Sweeney:** You won't even give them an assurance that you will go.

**Hon. Mr. Parrott:** No, I haven't said that I wouldn't go. I'm not sure that I'm going, but I work out a few of my own personal problems for a time—I don't mean for personal life but we can be at another platform. I think, frankly, from the dialogue that we've had, that there are better forums than those we've had. So if, indeed, you are saying they were wrong, why would I repeat failure? I think there are better ways of getting input into the program.

**Mr. Sweeney:** It depends on whether you perceive it as a failure, though.

**Hon. Mr. Parrott:** No. You made that suggestion, I didn't.

**Mr. Sweeney:** Yes, I did.

**Hon. Mr. Parrott:** If there are better ways then you shouldn't be pressing for me to go to the University of Toronto. You should be pressing for another forum.

**Mr. Sweeney:** But if you're going to use that forum, there are better ways of doing it. Okay. That's fine. We're wasting time here. I don't know if that's intended or not.

**Hon. Mr. Parrott:** No.

**Mr. Sweeney:** Okay. The point I want to make then in the first one, and you've given me a partial answer, but I think I want to be sure you understand, at the bottom line—to use the phrase that you want to use so frequently—that if, in fact, there isn't any significant change from the present \$7,500 then at the end of the line there isn't going to be much change in—

**Hon. Mr. Parrott:** The parental contribution.

**Mr. Sweeney:** We will be right back to what we were talking about before.

The second one: You have agreed to use actual summer earnings rather than the fixed table—something which we had requested, and we support. However, there is another point in there. There is now going to be a mandatory student contribution and you have not indicated what that figure will be. Once

again, if you set that figure high enough—whether you use actual summer earnings or a fixed figure—it won't make any difference. Since we don't know what it is—we have no indication what it might be—we have to wonder what you really mean by using actual summer earnings.

**Hon. Mr. Parrott:** I can really understand your first point. We may have disagreed on that. If roles were reversed, I would make those arguments. But on this one, I cannot come to understand why it isn't as clear as it is possible to be.

Maybe I can get at it better by asking you the question: "How could we process an award in June, July or August, without having a figure for summer earnings as part of that assessment procedure, if we are going to use summer earnings?" It is an impossibility, is it not?

**Mr. Sweeney:** What do you mean when you say you are going to use actual summer earnings?

**Hon. Mr. Parrott:** We are going to do just as it says, use the actual summer earnings of the students. How do you know that until September 1?

**Mr. Sweeney:** I must be missing something. What do you mean by a mandatory student contribution then?

**Hon. Mr. Parrott:** We are saying that we will use summer earnings. It will be a table or percentage of certain incomes, and we and the student won't know the income until September 1. But we can't start processing awards on September 1 or, indeed, start receiving applications on September 1 when that information is in, because no one would get any of the awards until January or February.

**Mr. Sweeney:** All right.

**Hon. Mr. Parrott:** So we need a figure we can use early in the process.

**Mr. Sweeney:** Where is that figure going to come from then?

**Hon. Mr. Parrott:** We could take zero. We have a table and we put a figure in there; let's assume it is the table as it is now. It will give us a final answer on June 15, as an illustration, and if perchance the student makes more or less than indicated on that table, he or she will appeal it. By that method the second cheque will reflect the change in the actual summer earnings. There is no other way around it, if you want any awards out in September. To me that is just as clean and as clear as it is possible to be. I may not have expressed it, but surely—

**Mr. Sweeney:** You sure didn't, Mr. Minister.



**Hon. Mr. Parrott:** Let me tell you the student awards have; and I really believe, if you put your mind to it, you would understand the necessity of having a figure at the application time. Don't you go along with that?

**Mr. Sweeney:** Okay. But what I am trying to get at, though, is that the two things seem to be mutually exclusive; that is what they would appear to be.

**Hon. Mr. Parrott:** It is because that mental block wants to be there. Let's go through the application.

Let's assume you are a student, and you are going to apply on May 15. You have accepted the principle that we are going to use your summer earnings, and the box requires a figure. On May 15 how much are you going to earn?

**Mr. Sweeney:** I'm following you.

**Hon. Mr. Parrott:** It is a direct question to you now, as a student.

**Mr. Sweeney:** Fifteen hundred dollars.

**Hon. Mr. Parrott:** Ah, that's a guess, isn't it? You have no idea, on May 15.

**Mr. Sweeney:** The table suggested it.

**Hon. Mr. Parrott:** Yes, that's right, but everyone knows very quickly what the guess is.

**Mr. Sweeney:** I see you are prodding your finger at \$800.

**Hon. Mr. Parrott:** If we put through here \$1,500 and the award came out later that you had an award of \$900 based on the \$1,500, and in reality it goes down to zero, the award should have gone up a great deal, shouldn't it?

**Mr. Sweeney:** Okay, are you telling me then you are going to make the readjustments in the second cheque?

**Hon. Mr. Parrott:** In the second cheque.

**Mr. Sweeney:** Okay, I have two further questions then, allied to that. The first one is that if you are going to use summer earnings, you are going to use some percentage of summer earnings?

**Hon. Mr. Parrott:** In the table for the purpose of the application—

**Mr. Sweeney:** What I am trying to get at is, though, I don't understand that you have announced yet what percentage of summer earnings—

**Hon. Mr. Parrott:** We have not announced that. We will use an assessment based on actual summer earnings and it is something like parental income. The more the student has to contribute out of those dollars that he or she earns in the summer, the more

students we will be able to flow grants to. If, to use your figure—

**Mr. Sweeney:** In other words, you are not going to establish the percentage until you know how many applications you get?

**Hon. Mr. Parrott:** No, no. We will know that well in advance.

**Mr. Sweeney:** Are we talking 40 per cent, 60 per cent? What?

**Hon. Mr. Parrott:** That relates again to the bottom line, as does the parental contribution table—and we can't give you those figures now. We will be able to give those figures to you very clearly, very positively, in January or February. We have been saying to you and we have been saying to the community at large: "Tell us. Do you want a heavy assessment against summer earnings or do you want to keep that light? If you keep it light, you are going to have more dollars to distribute." You see, that's negotiable and we have said very clearly—

**Mr. Sweeney:** But we keep coming back to the question, and it's the same as the one before. Until we have some kind of an indication of what your thinking is, at least the range in which you are thinking, we don't know whether it means anything or not.

**Hon. Mr. Parrott:** No, but you missed the relativity of all these points. If you want us to be real tough on summer earnings and take a large percentage of it, then we will have a lot more money in the kitty and we can be more generous on parental contribution. You can't consider one without a relationship to the other. At this stage we are in the fluid position that we can take some information and take some guidance and we have been really looking for that. But people want to get hung up on the—

**Mr. Sweeney:** How do you expect people to respond to you when they don't know what your limitations are?—What your parameters are? You have given them no target to shoot at.

**Hon. Mr. Parrott:** We don't ask you for one minute to say we think that the percentage should be so much, but we think it's reasonable to say to you, "If a student makes \$5,000 in the summer, he should not get one red cent for a student assistance grant. On the other hand, on anything over and above a certain figure it is possible to assess total contributions on a 100 per cent basis of those dollars to his own cost of education for the following year." But if you think it should be 10 per cent of all moneys earned, then let it be on the record that you think it's reasonable to exempt the first \$500

and then take 50 per cent of the next \$300 and 10 per cent of the following, or whatever. Give us those general principles.

**Mr. Sweeney:** Okay. Take 40 per cent of everything the student earns.

**Hon. Mr. Parrott:** Do you believe that's reasonable?

**Mr. Sweeney:** Well, you asked for a figure. Give me a more reasonable one.

**Hon. Mr. Parrott:** We will. We can give you some information on that, but we would like some general philosophical discussion and input from you and from the student body on an attitude that we should take towards summer earnings. It's that simple.

**Mr. Sweeney:** Okay, when I have talked to some of the students after they have attended your meetings, they certainly don't get the impression that that's the kind of question you are asking.

**Hon. Mr. Parrott:** Let me tell you why. They were so busy talking, they couldn't hear.

**Mr. Warner:** Were you not happy with the meetings?

**Hon. Mr. Parrott:** No, I was not happy with the meetings. It was a deliberate attempt to destroy the attempt by this ministry to get real input. The interesting thing is—

**Mr. Warner:** Don't blame me.

**Hon. Mr. Parrott:** But you made the comment and you have tried to add to the dialogue.

**Mr. Sweeney:** I called your office at least four or five times before you finally released those flipping figures, or those statements, and I couldn't get anything from you.

**Hon. Mr. Parrott:** That's right, and on my instruction. Because every time I give you anything—

**Mr. Sweeney:** I kept being called by people—okay, but that's precisely why people were calling me and saying, "What kinds of questions can we ask. What do we base our things on?" And I said, "I will try and find out for you," and I couldn't.

**Hon. Mr. Parrott:** Interestingly enough, when a quiet atmosphere prevails at many meetings, you would be amazed how much information these two people can get. But if we want to get into the political forum, you'd be amazed how little can be accomplished. It's that simple.

[4:15]

We've had some great meetings with student awards officers; we've had some great meetings with executives of student bodies; but never when the press is around and never when there's a large meeting. And you're ask-

ing me now to have 15 or more meetings around this province—an exercise in frustration for them as well as myself, and I have no intentions of doing so.

**Mr. Sweeney:** If you find them so unproductive, why do it at all then?

**Hon. Mr. Parrott:** Because I wanted to at least give them an opportunity. It did get the word out that if they want, we are listening, and we're still prepared to listen, up until January 1. If I had gone to the students of this province January and February with the tables in place, you know and I know what the dialogue at that time would have been. It would simply have been this: "You aren't interested in the needs of the students. You've made up your mind. You're not going to consult us. Why bother coming here? Your program's no good." Blah, blah, blah. You can paint that scenario as well as I can. The attempt of those meetings was clearly—

**Mr. Sweeney:** That's what you've done to them though. That's literally what you've done.

**Hon. Mr. Parrott:** Certainly not. I've read the press fairly carefully, and they've had a very clear invitation to put on the record some of their philosophical positions on such things as parental contributions and summer earnings. I think you could take the summer earnings as an easy illustration. Almost anyone could say, "We think you should assess summer earnings this way."

Parental contributions are a little different, but you could put down for us on paper, starting with zero income up to \$5,000, and say, "Of that range, we think here is a reasonable amount to assume is a resource when you start assessing student contributions." That is, I think, within the realm of possibility for every single student in Ontario, every single critic.

**Mr. Sweeney:** But you yourself, Mr. Minister, pointed out that these things cannot be taken in isolation. They all fit together: Parental contributions; summer earnings; the range of grant and loan—

**Hon. Mr. Parrott:** That's correct.

**Mr. Sweeney:** —that one impinges upon the other. How do they handle it in isolation?

**Hon. Mr. Parrott:** But if we get a good cross-section feel, before long we will see—and I'm certainly not stating what I project as the process here now, but let me use it simply as an illustration: we would see a curve that said, for example, on the first \$1,500 of student summer earnings, the contribution should be zero; the next \$1,000 should be perhaps \$300; and after \$2,500, soak it at 50 per cent.



That is right off the top of my head. It isn't rational. But it's not a bad guideline that someone could come forward and say, "I don't know how you work out all those minute details. That's your problem. But here's the general philosophical position about student assistance and summer earnings."

Mr. Sweeney: Why wouldn't you put that out as a proposal to get reaction to? Say, "Here's one way in which it could be done. React. Do you want more or less or what?"

Hon. Mr. Parrott: Because if I had said those figures, then everybody and his brother would have said "ah hah" and they would have started to attack those figures, and not got to the significant problem of addressing the philosophy of student contribution from summer earnings. That's why.

Mr. Sweeney: I don't agree with you.

Hon. Mr. Parrott: No. Well, I've had enough experience to know. It's the same bloody thing as the meetings. If I'd had five different locations, they would have attacked the locations there. If I'd had U of T, Ottawa U, and all the universities, what would I have heard? "How come the college isn't of any significance?" We divided it three on two, a ratio that the colleges have to the universities. We tried the largest university in western Ontario—

Mr. Sweeney: Not by population.

Hon. Mr. Parrott: —the largest college—by population? Western, I think, is the largest university.

Mr. Sweeney: No. your total student body of colleges and universities isn't three to two. Your buildings might be, but you've got 160,000—

Hon. Mr. Parrott: You see, that's the point. As soon as I start to get into print with numbers, everyone will nitpick on those Mickey Mouse things.

Mr. Sweeney: Oh, come on.

Hon. Mr. Parrott: Precisely. There are 22 colleges, 15 universities. It seemed to me a reasonable ratio was three to two, three colleges to two universities. But you see, that's what happens when you've got to commit yourself to figures.

Mr. Sweeney: I realize the time is flying. I want to just touch two other points and I'm sure Mr. Bounsall—

Mr. Bounsall: When does the time split occur?

Hon. Mr. Parrott: Listen, I'll make you a promise. I'll shut up.

Mr. Acting Chairman: That's not a problem. The time is, though, and it really should be now that—

Mr. Sweeney: I would remind you, Mr. Chairman, the last time I waited 60 minutes, 40 minutes.

Mr. Acting Chairman: We deferred to Mr. Grande.

Mr. Sweeney: Okay, the first one is with respect to grants to part-time students. Can you tell me, from a philosophical point of view, whether you think it is reasonable, just reasonable, that the time line, whatever that time line happens to be—I understand that's still open to question—whether it's eight periods or 12 periods or whatever it is, that it is reasonable to apply the same time to part-time students and full-time students, from a reasonable philosophical point of view?

Hon. Mr. Parrott: I think the whole problem of helping part-time students is a really difficult program. It really is very difficult. I'm committed to it; I'm concerned about it; but when I get to the specifics, it's really difficult. John Bonner has thought about this, and, I think, has spent a lot of time with part-time students. I think he is aware of the difficulties, but he's got a lot of answers.

Mr. Bonner: Yes, in the meetings, for example, we put the question to those who were speaking for part-time students. How would you apply a pure principle like the one that we wrote in the press release? It was written up that whether a student took five courses or one course, he or she would use up a grant-eligible period. We began to get recommendations for a specific exclusion of groups of part-time students, which made sense.

Mr. Sweeney: Excuse me, can I just clarify a point? My understanding is that a part-time student by your definition is one who takes fewer than four credits, I think that's the cut off point? Just so we're talking about the same thing.

Mr. Bonner: Yes. Approximately two courses or three courses, yes.

Mr. Sweeney: So, I mean it really isn't whether you take one or whether you take five.

Mr. Bonner: Those are the extremes.

Mr. Sweeney: You have two groups of people which you classify, one as full-time and one as part-time?

Mr. Bounsall: Part-time takes fewer than four.



**Mr. Sweeney:** That's what I thought it was, fewer than four.

**Mr. Bonner:** Yes, 80 per cent, I think, is the full-time. Four courses is not precise enough, because it doesn't quite apply to the college side as cleanly as it does to the university side. But, yes, you're right, we're talking about people who would, say, in a university, be taking a course or two courses or three courses.

So, as I was saying, we were getting specific recommendations from individuals and from spokesmen for associations on groups of part-time students who should be dealt with in a slightly different way, or who should be excluded from the direct application of the age grant eligibility period rule. The first one we got was the individual who is a member of the labour market who is taking either general interest courses or a course or two, whatever he or she can handle. We asked, I think, before we accepted that recommendation, that that grant-eligible rule would not apply to these individuals.

The second group that we have had a recommendation made about was the individuals who are in a college system taking specific skills, upgrading courses, and are on a part-time basis, and I think the recommendation is accepted as well. So, what we were looking for was: we have a principle, we have eight grant-eligible periods for the part-time student—what makes sense in applying that rule? We've already accepted two recommendations which are exceptions to a direct, full application of that rule.

**Mr. Sweeney:** Would it be reasonable to ask you to consider—and this goes to the minister as well—that as a general rule, a part-time student completing any course, the same kind of a course as a full-time student, but doing it part-time, would need at least 50 per cent more eligibility periods? In other words, 12 instead of eight? Would that be a reasonable position to take? Would you consider that? I don't know what the actual figure should be, I'm just saying it's got to be more than whatever your other figure is. Would you consider that?

**Hon. Mr. Parrott:** I think, at this stage of the game, we're prepared to consider almost everything in the part-time area. I'm making no commitment to that. I'm just simply saying we're more than ready to consider almost every element relative to part-times, because I think there's no sense in kidding anyone—you know that the assessment method is extremely difficult when you apply it to part-time students, because if the individuals are

taking one credit they likely have time to be full-time employees. So those criteria rule you out. It is not because we are not sympathetic but because it gets very dicey in that area. So, yes, we will consider almost anything. At the same time, please don't let the record show that that is what we agreed to.

**Mr. Sweeney:** I have one last question, and it applies to this new factor that you have included; that is, the eligibility periods. At the present time I understand it is eight. Am I correct that in London you gave some kind of a statement which said it's still open to discussion and consideration? I need that to go any further. Is it still open or have you fixed it at eight? You suggested at London that it was open.

**Hon. Mr. Parrott:** Philosophically, I think everything is open. But personally I am getting pretty convinced that eight is the right number.

**Mr. Sweeney:** All right. If you stick with that or if you stick with a number that is in that range, the assumption that flows from it—and I think you are pretty familiar with it—is that to a large extent graduate school students and professional school students will not be able to qualify for grants. The assumption that flows from that, I believe, is that somehow or another graduate and professional school students don't have the same kinds of financial needs as undergraduates. How do you justify that, philosophically, to get back to your point?

**Hon. Mr. Parrott:** I accepted your argument some time ago. You are the guy who started me on this road. I hope you are aware of that.

**Mr. Sweeney:** Don't accuse me of that.

**Hon. Mr. Parrott:** Remember when you said to me how unfair it was of the professional student to get such a good buy—

**Mr. Sweeney:** Oh, yes. We were talking tuition.

**Hon. Mr. Parrott:** —from operating grants?

**Mr. Sweeney:** There's a big difference, Mr. Minister.

**Hon. Mr. Parrott:** Indeed there is. But it started me thinking—

**Mr. Sweeney:** If you are going to start—

**Hon. Mr. Parrott:** It started me thinking.

**Mr. Sweeney:** That is the dirtiest, lowest politics that I have heard in a long time—

**Hon. Mr. Parrott:** I said it was—

**Mr. Sweeney:** —you making that inference.

Mr. Warner: It's your turn to get blamed for something. We all get blamed for something.

Hon. Mr. Parrott: Can you accept that operating grants and student assistance must go hand in glove; that is, as a consideration from a ministry's point of view, that operating grants and student assistance are very closely tied?

Mr. Sweeney: With the total amount of money you must spend, I agree with that. But from the point of view of a student who has to decide whether or not he can afford to go into a program, I don't think you can tie them together that way.

Hon. Mr. Parrott: I know we've got a problem with time. Can we talk about that after?

Mr. Sweeney: That's pretty critical, though, eh? Somewhere along the line I want an answer to that.

Hon. Mr. Parrott: Yes.

Mr. Sweeney: Okay.

Mr. Bounsall: Mr. Chairman, with 12 minutes remaining, it's kind of ridiculous even to start.

Hon. Mr. Parrott: Let's go till 5 o'clock. I only put one hooker on that one; that I won't read in the press tomorrow that I cut the meeting short. That happened consistently around the province; I went a half or three-quarters of an hour over the time limit and then read that I cut the meeting short.

Mr. Bounsall: I'll have to think about that.

Hon. Mr. Parrott: That happened five out of five times. If this makes it six out of six, then let's quit on the appointed hour. If not let's go to 5 o'clock.

Mr. Philip: With all of the things that you have said today, I am sure we will find something more substantial to say to the press.

Hon. Mr. Parrott: I'm willing to go 5, sir.

Mr. Acting Chairman: The hour has been appointed. I would defer to the members of the committee.

Mr. Bounsall: Agreed.

Hon. Mr. Parrott: Until 5.

Mr. Bounsall: If you said 6, we'd—

An hon. member: No.

Mr. Sweeney: If you say 6, I want another half an hour.

Mr. Bounsall: Of course, of course.

Mr. Acting Chairman: I don't know. We have already had three hookers thrown in here in the last 35 minutes. I don't think we could stand much more.

Mr. Bounsall: Before I get on to the comments that I would like to make—and there are others on our side here who would also like to get in with some of their specific problems that are current now as well as the revised loan scheme that we are anticipating—I have two points I would like to make about the present loan scheme.

You have conceded the principle, looking at this new scheme, that in fact real summer earnings should be taken into account. Where does that leave us for this year? What happens is that where there has been an appeal made, and that is allowed because there has been no or very slight summer earnings, and one can prove it, what happens in this year—as in previous years—is that when that has been revised, the entitlement on the revision must come out in the form of loan only, even though that student would have, in terms of your calculations, more grant eligibility.

Having conceded that it should be based on real earnings, or a high proportion of the calculation based on real earnings, I would ask you, for this year, to redo the calculation and consider them eligible for the normal grant that would ensue to them and not have the difference that results because of no summer earnings, have to appear in loan form only.

Hon. Mr. Parrott: I can be very brief and very firm: That isn't possible.

Mr. Bounsall: Why not?

Hon. Mr. Parrott: The decision has been made and it will remain firm. To do otherwise would make a shambles of a program that everyone acknowledges has run by far the best this year of any year in their memory. We're really in good shape. I don't think any member of the House is going to complain about how the program was administered this year.

Mr. Bounsall: In terms of the processing.

Hon. Mr. Parrott: Right. It would mean a lot of reprocessing. It would create tremendous problems. If that were the only problem it's not a justifiable answer, but I've stood, on many occasions, and given a firm, positive reply to the question. Whether you and I can agree on whether it was the right answer is not likely, but at least everyone has known the answer to that question for a long period of time, that we were not going to change the appeal procedure relative to summer earnings for this 1977-78 program. It stays firm.

Mr. Bounsall: I think you're being a little overly tough there. Having conceded the point



that it should be based on real earnings, and appeals are relevant on that, I think you should allow it and have it go on the grant portion, where that's applicable. This summer there has been a large number of students who haven't been able to gain employment, but those that would appeal on that basis wouldn't amount to more than a third, would it? All it means is that in their final payment, rather than it all coming out and being told it's in the form of a loan, you would be told of this final payment it's in a grant portion.

**Hon. Mr. Parrott:** With all due respect, it would affect everyone in the system, because they made their decisions based on a very strong, positive reply to the question. So it would be retroactive application of a changed principle and, therefore, unjust.

We set the record very straight this year and, agreed, we're changing it, we bought the argument, but to change it now in midstream would be an unjust decision on my part.

**Mr. Bounsall:** What I'm asking to be changed is just in which form it comes, regardless of recalculation.

**Hon. Mr. Parrott:** There's an awful difference between a grant and a loan.

**Mr. Bounsall:** That's right, only in the form it comes.

**Hon. Mr. Parrott:** In the form it comes?

**Mr. Bounsall:** Yes.

**Hon. Mr. Parrott:** Oh, but the whole principle is different between grants and loans. A lot of people may have done certain things this year that they might not have chosen to do had they been aware of a different program. They've known that for a long period of time. Although you could argue it would be more just—and indeed we bought that argument, as you point out—to apply it this year would be less just, in my mind, because it would have a retroactive effect on all of those who made decisions last January.

**Mr. Bounsall:** In terms of summer earnings?

**Hon. Mr. Parrott:** Yes, because they knew the program was so designed they went out and planned their activities, one way or the other, based on that decision, and now we say: "Oh, but the rules are changed." First of all, it's not in the middle but after.

**Mr. Bounsall:** I can't imagine who it would affect detrimentally.

**Hon. Mr. Parrott:** All those who found jobs who might have thought otherwise had they not known that those were the rules. The rules were stated, and I don't think you'd dare, in the name of justice, change

the rules after there is no opportunity for the applicant to adjust.

**Mr. Bounsall:** Okay, I can see you're not going to change but just let me make this comment: I don't think there are many students in Ontario who are going to decide to take a job or not to take a job based on the type of award system. The problem with the students is to get a job. They all want one, and many haven't got one. There isn't a group of students sitting down saying, "Can I afford to work or not work this summer?" That's the unusual student you come across, who is able to sit back in luxury and say that. The vast majority of students at our colleges and universities are those who absolutely need a job; in no way can they sit down with the luxury of deciding whether or not they will take one or not take one depending upon a scheme we have.

That's maybe a difference of opinion on what students we have attending our colleges and universities. I really think you should consider—don't give a quick answer now—in the next day or two, or next week or two, whether or not you can in fact make that change. I would bet that you would get less than a handful of complaints over a change of that nature, because what you have envisaged as taking place is not taking place. Students do not, in fact, have the luxury of sitting down and deciding whether or not they will take a summer job. I don't think that's very widespread at all. They all need them.

The second point with respect to this program, I suppose the present program and any ongoing program, is that I find the attitude of the awards office very strange in one respect. Some of the problems of students getting grant loans, it appears—not in all cases, but in some—boil down to a personality clash between themselves and the student awards officer. They find the student awards officer is someone with whom they can't get along, with whom they don't find any sympathy. It may not be the chief awards officer in the college or university, but someone who is appointed to them.

I find it rather strange when a student comes to me—and I think the member for Oakwood (Mr. Grande) has one student by name of Robert Lamberti in the same sort of category—comes to me as an MPP and provides all of the documentation required for an appeal, including all the income tax information, why that MPP cannot present that information to the awards office here in Toronto and have that information accepted and dealt with, rather than adhering to the line that it must go back and be seen in detail and that student must deal with the local awards officer.



There is no other area of government that I know of, not even the Workmen's Compensation Board, in which, when an MPP gathers the facts and figures and all the documentation, that the processing of that problem he has brought them isn't done directly for and with that MPP. We are in hand, at that point, of all of the information and more than the student awards officer back at the college or university has. When one presents it and is told, "Sorry, it's all got to go back to the normal route," which in some cases has caused the problem in the first instance, I find that quite unreasonable. I cannot see why you don't make it clear, Mr. Minister, that an MPP, with all the facts and figures in hand, cannot have it dealt with directly by taking it to the student awards office here in Toronto.

**Hon. Mr. Parrott:** There are really some very good answers.

**Mr. Clarkson:** I am quite familiar with the case that Mr. Bounsall is referring to. In many cases I have to say that the material that he provided was almost complete, but I would question—with all due respect to the members of the Legislature—when people don't have the training and so on, the knowledge of what is required, how this information could be provided to the best interests of the student, complete in every way in the proper format.

The main reason is that part of the procedure of the review board which sits and looks at these cases is that it has five copies of it. I certainly could have made five copies of it, that is true, but this is part of the approach that is taken, that the student award officer prepare it in a standard format so that the review board can zero in on the particular areas that it needs to know. It can deal with cases much more efficiently at the review board than is otherwise the case.

I just don't feel that it is a practical system, if you want to call it that, to deal with it in any other way.

**Mr. Bounsall:** It leaves MPPs, whenever a case looks like it needs to be appealed or should be appealed, in the position of saying, "Don't bring it to me. I can't do a damn thing. You have to take it back and fight it out with your local board awards officer." That's really an untenable situation, because I have tried talking to local awards officers too, on various occasions, and they're not at all helpful.

If you say it's a problem of getting the data in a particular form, I have two good legislative assistants and all kinds of volunteer student help who are very bright, who can fill in all that data on the standard-

looking form for you. I don't have to do it myself.

**Hon. Mr. Parrott:** There's nothing in what Mr. Clarkson said to preclude you from asking myself or the director to take a look at the case relative to this information. You have that avenue, but the processing procedure must be mechanically handled that way. It didn't preclude you from making a case on behalf of anyone directly to myself or to Mr. Clarkson.

**Mr. Clarkson:** I would just like to add the point, too, that if this was the standard procedure, that the MPPs were sending in reviews, we would be getting them from MPP's, from awards officers and perhaps other people as well, and to keep track of all this would be a problem in itself.

I feel the awards officers are the best people to know what the situation is. They might be able to identify other areas of appeal for the student. If there are personality conflicts, then these are cases that I think a member has every right to bring to my attention and I will see that the student receives the best possible consideration.

**Mr. Warner:** The awards officer can deny the appeal process then?

**Mr. Clarkson:** They know which cases have a chance of getting through the review board. Most of these people are experienced. They know what cases are likely to be accepted and which cases are not. So in that way, certainly they do turn down some appeals right to the student, if it is pointless, a waste of their time and a waste of the student's time to even present them.

**Mr. Warner:** But there is no right of appeal. What you are telling me is that someone who is 18 years of age or over—

**Mr. Clarkson:** A student does have a right of appeal.

**Mr. Warner:** An automatic right of appeal?

**Mr. Clarkson:** Yes. The awards officers can state to the student that there is no point in sending in an appeal, but the student can insist, and we get a lot of appeals where the student has insisted. Sometimes we even phone up and ask the awards officers why they sent that case in.

**Mr. Warner:** The student then has the right to appeal. If an awards officer is not following that process, is trying to stop that process, the awards officer is wrong, am I correct? So then that kind of message is obviously going to get out to the awards officers. Otherwise I know what I will do. I'll start sending them to the Ombudsman

and ask him to investigate why the students' rights are not being honoured.

**Hon. Mr. Parrott:** You will add to our already good record, if you do. The Ombudsman has said some kind things about us in his report, on how much he agrees with the way student awards are handled percentage-wise.

**Mr. Bounsall:** That is an aberration we will clear up.

**Mr. Warner:** He needs more cases so he can build his budget.

**Mr. Bounsall:** Well, that's your problem.

To continue on this new loan program that is anticipated in a very short time, let me say without being provocative, Mr. Minister, that if you wanted to cause the students of Ontario to be organized you would have, in fact, brought forward this loan scheme with only half its details announced. If you wanted to make sure that the Ontario Association of Graduate Students got reactivated and caused the formation of the Ontario Association of Professional Students, you have gone about it the right way—because they certainly are getting organized now and are getting quite activated and quite agitated by what they see confronting them.

Again not wanting to be provocative, if the minister had asked me as to what places he should go on his tour to obtain facts, I would say—bearing in mind that it will affect more university students than college students—that he should have made the split four to one university to college campuses, and that certainly the place he should have gone in the city of Toronto would have been the University of Toronto.

[4:45]

**Hon. Mr. Parrott:** Oh, but you miss the point. And not being provocative in replying, a meeting at Algonquin College or Laurentian didn't preclude, because it was in a university or college setting, the open invitation to all in that community. We hired a hall. We didn't go to see specific—

**Mr. Bounsall:** Let me put it in context of where you went in Toronto, though. The comment from virtually every student in Toronto, no matter what institution they came to, was that they tried to pick a more out of the way place to have to get to. It was, in fact, Seneca in Toronto.

**Mr. Philip:** It is even easier for Humber College students to get down here.

**Mr. Bounsall:** If you wanted to meet on neutral ground in Toronto you could have rented a hall somewhere in downtown Toronto that wasn't at any of the institutions

but one that was a bit more accessible to public transport. Perhaps that, in the city of Toronto, would have been the way it should have been dealt with.

However, I don't want to spend any more time on that. Certainly in the meetings it did not come across that what you were trying to find out from the students was whether they wanted a summer earning contribution vis-à-vis a higher parental or a lower parental contribution. That did not get across to the students as what was being elicited.

If that's what you wanted, that's the type of thing you should have made clear you were asking right from the start as part of the advertising. Did they want a complete summer earning contribution vis-à-vis a lower parental contribution, or a higher parental contribution and, let's say, zero summer earning contribution? If that was the question you really wanted to find out about, that sort of a split, it really wasn't clear, either before or during the meetings, that I could see, that that was the choice.

**Hon. Mr. Parrott:** It was said in almost those words.

**Mr. Bounsall:** At the start?

**Hon. Mr. Parrott:** Knowing that I sometimes get carried away and sometimes don't say it as clearly as I would like, I had a prepared speech. You could just see the audience turning that prepared speech off to the degree that it was obvious that it was a mistake to continue and I discontinued with the prepared speech. Maybe I wasn't delivering it too well, but at least the words were there for the serious student who wanted to get the message. It just wasn't an effective vehicle.

**Mr. Bounsall:** To go on further then, what's really to be criticized in your program is the eight eligibility periods, without question. These are the figures that I've been able to obtain, and I believe they're quite accurate: 20 per cent of all students now receiving grants this year in the province of Ontario—that's a ball park figure, 20 per cent, plus or minus one or two per cent—will not be eligible for grants in subsequent years; at the bachelor level, 2,773 people receiving grants this year would not get them next year; students in law, 892; at the masters degree level, 1,795; and at the doctoral and professional level, 1,828.

So 7,288 students—this is only because of the eligibility periods now—currently receiving grants, and therefore needing grants, will not be eligible to receive them next year. You're abandoning universal accessibility as it applies, therefore, to these professional



courses and to graduate studies in the province of Ontario.

What you're saying, in essence then is—and it can't be clearer when you talk about these eight eligibility periods—unless you are a student who comes from a relatively well-off family, forget about going into the professional courses, forget about going to graduate school. It's very, very clear.

With respect to the philosophy of the whole program, about paying the grant first, the availability of a non-repayable grant as the first form of assistance, followed by a loan, really changes absolutely nothing for the needy students from low income families in terms of the incentive for them to attend university.

One of the reasons we have argued over the past years for higher grants and, in fact, zero tuition fees, was the disincentive that the present system has had for students from low income families to contemplate going to university. All you have really done for the—they need just as much a loan, just as much total financing as they have always needed—the only thing is that you have put a grant first. It does not help at all the group one should be encouraging to attend university, that group that has such strong disincentives to go; it doesn't help simply to have a program in which you can apply for a grant and not take the loan if you don't want to. They need that loan. So the whole scheme here does not encourage those students who already have a strong disincentive to attend.

The part-time students you bring in have a problem. It is my finding that the part-time students, on an average, take one and a half courses a year—

**Mr. Bonner:** A little over two now.

**Mr. Bounsall:** A little over two now, is it? Okay. A little over two would mean their grant eligibility would run out somewhere around 50 per cent of their way towards a three-year undergraduate degree. The grant eligibility would run out. Obviously that has got to be changed. I believe that the minister in one of his meetings indicated that the whole area was under review and you would be looking at it.

Look, it hasn't been that long since you had people in your ministry who counted full-time equivalent students in terms of both grants to university and for capital space allocations. For part-time students, no matter what number of eligibility terms you finally decide upon—and it should be much more than eight to not be discriminatory—you should calculate their eligibility periods in terms of full-time student equivalents. That's not a very difficult job. You have had, if

they're not still there, people in your ministry who can make these kinds of calculations. So calculate the full-time student eligibility periods in terms of full-time student equivalent courses attended. That would be much fairer.

**Mr. Acting Chairman:** You are making that as an observation. Did you want a long reply?

**Mr. Bounsall:** No, I'm just tossing that out as—

**Mr. Acting Chairman:** Mr. Grande does want to speak also.

**Mr. Bounsall:** I am sorry. I would like to give the last few minutes of my remarks to Mr. Philip, who is of an expert on the complaints which are now rolling in with respect to the confidentiality of the problem in connection with the income tax provision. That has sort of been a delayed reaction, but it is sure starting to come across very strongly now. There are great concerns over that.

**Mr. Acting Chairman:** Can you share the remaining several minutes between your committee members.

**Mr. Bounsall:** Yes, I will turn it over to Mr. Philip.

**Mr. Philip:** Thank you. I was interested in this not only from the point of view of the complaints that I have received from people in my own riding, which initiated my enquiry into this, but also, as the minister will recall, from my concern as transportation critic with what was happening to medical records in the Ministry of Transportation and Communications and the method in which we were able to get some action on that.

Under the new system, as I understand it, parents are required to give the provincial government a waiver and that waiver allows the provincial government, or the Ministry of Colleges and Universities, to have access to private income tax information from the federal government.

On the waiver, the parents, in fact, give away their right for the government to receive copy of any book, record, writing, or any other document from Revenue Canada for the purpose of verifying the application—but it doesn't state that it is the only purpose. I am wondering what safeguard mechanism you have to prevent the leaking or the selling of these private, personal records to anyone from loan agencies to other government departments that may use them for purposes other than what the parents think they are being used for. What mechanism do you have for handling these?



**Mr. Clarkson:** First of all, we haven't finalized the exact procedure which we are going to follow, but we don't actually plan to get income tax forms per se if we can help it. We are working with National Revenue right now. We hope to be able to get the signed waivers which will say that all information will be completely confidential and will not be released for loan purposes or any other reason.

We will be getting this waiver form with the social insurance number on it. We hope to set up an arrangement with Ottawa upon which we would keypunch onto computer tape the social insurance numbers of everyone we want and send that tape to Ottawa along with the hard copy waiver forms. We hope that National Revenue will then provide us with the various income fields which we need on computer tape, which we will then take and run against our master file on the OSAP system.

**Mr. Philip:** So your waivers will say that the information will only be used for that purpose?

**Mr. Clarkson:** Most definitely.

**Mr. Philip:** In that case you are accepting responsibility and the possibility of court action if at any time information leaks from your ministry and is used for any other purpose. Is that your understanding?

**Mr. Clarkson:** I couldn't really comment on that, but I would like to point out that we now receive parent income information. It has been generally kept confidential. We sometimes will reveal it to a member because he is inquiring about a specific case.

**Mr. Philip:** But it is received pending an appeal, or pending suspicion of false information or some other purpose like that, and the person in fact is asked for it. He is given the reasons why the ministry wants this information and, therefore, you are going after a specific case for a specific purpose. I am wondering if you have set up at least some mechanism for either returning the information or shredding it after it has been used for the purposes for which—

**Mr. Clarkson:** All we have to do is erase the information off our computer tapes. It won't necessarily in the hard form, or at least we are hopeful that this is the procedure we can adopt.

**Mr. Philip:** I think what we are getting at, though, is I am very concerned about governments collecting all kinds of personal information. That was my concern about medical records with the Ministry of Transportation and Communications, and the minister, thank heaven, responded and developed

a system that overcame my objections. I am very concerned that before you collect the information you at least have some kind of system that guarantees with reasonable certainty that it cannot be used by anyone else, including another government ministry, for any purpose other than what you are using it for.

**Hon. Mr. Parrott:** May I interject? That's a commitment we put on the record, clearly and firmly, right now.

**Mr. Philip:** The Minister of Transportation and Communications put that on the record, but he found out that he had to at least develop a system to give confidence to the people—

**Hon. Mr. Parrott:** We are not arguing that. You asked for that commitment. We are giving it to you.

**Mr. Philip:** Good. What do you say to people in my riding who have come from Stalinist-run countries and have a psychological reason for not wanting to give the government information? In the riding that I represent, there are a great many people like that. They are in lower income brackets. They are at that age where their children are at college level. They want to get into the colleges. Their parents, for some fairly reasonable psychological reasons, based on their past experience, will not give that waiver. Are those people going to be excluded from the grant system?

**Hon. Mr. Parrott:** What would I say to the person from a country such as you identified? I think the answer is pretty clear: "Thank God you are not there." That's why I suspect they came here, because they believe those practices are not a part of this government and of this province.

**Mr. Philip:** With all respect, Mr. Minister, maybe the reason that I and these people are concerned about this kind of system is that they don't want ever to be there again. That is why I am raising the point. I would think that you would be concerned about it also.

**Hon. Mr. Parrott:** I sure am. I just put it very firmly on the record—

**Mr. Philip:** I wonder if we can get to the essential question: What is the purpose of changing this system? The minister in the Globe and Mail, August 18 says: "Frankly, there's a lot of people who will bend my ear about other people who are cheating. I get more personal complaints at cocktail parties and places like that about student awards than about any other area.

[5:00]

Yet at the same time documents from the verification section of the awards division estimate that four per cent of OSAP recipients made errors; that is, errors that could be either intentional, or simply calculating or typing errors or whatever. Do you have more faith in your cocktail party colleagues than you do in your own ministry? Four per cent is a very small amount. Why set up this huge bureaucracy to collect all this information?

**Hon. Mr. Parrott:** You never hear any negative comments about cheating in the system? Is that what you are telling us?

**Mr. Philip:** I do, but I at least use the figures from your own ministry that say perhaps there isn't—

**Hon. Mr. Parrott:** So do I. I didn't say I didn't.

**Mr. Philip:** Then why set up a system like this if there isn't a problem?

**Hon. Mr. Parrott:** Because I am telling you that it is very important that the public start to know the facts. You have put the facts on the record—and those are the kind of facts that I want out there—but that isn't public perception. You make a great mistake if you think facts and public perception are one and the same.

**Mr. Philip:** I wonder if the minister has at least gone to the trouble of calculating, first

of all, how much has been lost by any wilful defrauding or miscalculation in the students' favour, and how much will be the additional cost of this administrative system he is setting up to get all of these records? I wonder if we can have a cost comparison between this new system that is going to process everybody and the actual money that could be saved by the occasional person cheating the system?

**Hon. Mr. Parrott:** We are not taking any more staff on. They have passed me this figure; \$2.2 million outstanding now from previous years from these "mistakes."

**Mr. Acting Chairman:** Gentlemen, it is after 5 o'clock. I'll call the vote on 2704.

**Mr. Philip:** That was accumulative was it not?

**Hon. Mr. Parrott:** Sure. It is still fair dollar and we are not taking any more staff.

Vote 2704 agreed to.

**Mr. Acting Chairman:** Thank you, gentlemen, this concludes the estimates of the Ministry of Colleges and Universities.

I would like to thank you for attending and thank the staff for staying over.

I should also have welcomed the students from the University of Western Ontario, my own alma mater.

The committee adjourned at 5:03 p.m.

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## SPEAKERS IN THIS ISSUE

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Bounsall, E. J. (Windsor-Sandwich NDP)

Grande, A. (Oakwood NDP)

McClellan, R. (Bellwoods NDP)

Parrott, Hon. H. C.; Minister of Colleges and Universities (Oxford PC)

Philip, E. (Etobicoke NDP)

Sweeney, J. (Kitchener-Wilmot L)

Van Horne, R.; Acting Chairman (London North L)

Warner, D. (Scarborough-Ellesmere NDP)

### **Ministry of Colleges and Universities officials taking part**

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division

Ahrens, D.C., Manager, Ontario Career Action Program

Bonner, J., Planner, Student Assistance

Clarkson, W., Director, Student Awards Branch

Davy, W. F., Director, Industrial Training Branch

Hay, J. B., Superintendent, Private Vocational Schools

Lynch, J., Manager, Student-Staff Relations, College Affairs Branch

Mecredy, C., Health Science Co-ordinator

Noble, H., Program Resources Development Officer

Parr, Dr. J. G., Deputy Minister







# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



### **First Session, 31st Parliament**

Monday, October 24, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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# LEGISLATURE OF ONTARIO

MONDAY, OCTOBER 24, 1977

The committee met at 1:30 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

**Mr. Vice-Chairman:** In the absence of the chairman, Mr. Villeneuve, I'm acting as chairman. I think we ought to ask the minister to introduce his staff and start off with his opening statement.

**Hon. Mr. Norton:** Thank you very much, Mr. Chairman and members of the committee. I am sure that some of my staff really don't need any introduction to many of you. On my immediate left is the deputy minister, Dr. Dorothea Crittenden; and next to her is Judge George Thomson, who is the associate deputy minister responsible for the children's services division. Next to him is Mr. John Anderson, the assistant deputy minister for social resources; and next to him Mr. Alan Gordon, the assistant deputy minister for developmental resources. There are other members of the staff at the rear, I won't introduce them now, but as they become involved from time to time, perhaps, during the course of the estimates, I will introduce them at that time.

As we begin the discussion of the estimates of this ministry, I'd like to take the opportunity to review with the members of the committee some of the changes and the programs that the ministry has undertaken over the recent past in order to attempt to meet the needs of the residents of the province of Ontario.

Some 10 years ago the social programs of the government were delivered under a provincial department which was then named the Department of Public Welfare.

**Mrs. Campbell:** Should be still.

**Hon. Mr. Norton:** Today, people receive services from the Ministry of Community and Social Services, and I can assure you, in spite of Mrs. Campbell's expression, that the change has been much more than simply a change in the name of the ministry. The changes, I suggest, have been in the expanded responsibilities of the ministry to meet the needs of the blind, the single parent with dependent children, the elderly, the physically handicapped, the mentally retarded, the family in distress, and the child with special needs and the unemployed.

From a concentration on welfare allowances and a few support services, the ministry has developed a full complement of income security and social service programs, ranging from instant stimulation programs for mentally retarded infants to homemaker's assistance for senior citizens.

The extent of these programs can be shown in part by comparing the growth in the budget of the ministry from \$154 million in 1967 to nearly \$1.2 billion in the estimates which I'm submitting to you today. I think I need only note that the budget for income security programs alone this year is nearly double the entire budget of the ministry 10 years ago.

As a further example of the ministry's financial support, the budget for homes for the aged has increased nearly five-fold since 1967 to more than \$105 million in this year's estimates. At the present, more than 28,000 places are available in 183 homes for the aged across this province. The additional financial support has resulted in more spaces, as well as upgrading of the places that were available, and especially upgrading in the services and programs provided by homes for the aged to the elderly living in the communities nearby.

Perhaps one of the last examples is our performance over three short years in reaching out to assist many more of the people in our communities who are mentally retarded. In 1974, when this ministry took over the mental retardation programs in the province, we served at that time about 12,000 retarded residents, who lived mainly in institutions. This year, more than 27,000 retarded people will benefit from the programs, mostly community-based services.

Relatively new, still, to the Ministry of Community and Social Services, because I feel that I'm not as bound, perhaps, as others might be by traditional approaches, I feel I am in a good position to share with the committee a realistic approach to Ontario's social services programs.

It's generally recognized that social programs in this province, and in other jurisdictions as well, have not developed in a particularly systematic way. Most programs have been introduced in response to particular needs at different times and in varying ways.

Government involvement and support have followed closely upon the initiatives, in many cases, of private and charitable organizations to meet the concerns for standards, quality, uniformity and equity. Leadership has also been exercised by provincial officials in responding to the needs of people.

At least three conditions are apparent as we re-examine our approaches to meet people's needs in the coming years. These three conditions, I suggest, are as follows. The slower growth in the economy generally will place limits on the rate of growth of social programs; the shifting of the age structure from a younger to an older population will require a shift in resources; and the need to co-ordinate and improve plans and activities of those delivering services to accommodate the shift in resources is also a factor.

These conditions mean that individuals, families, agencies, and private and charitable institutions, as well as governments that share in the responsibility for the social well-being of the people of this province, must evaluate what is being done now to make improvements that will provide better services within the capacity of our economy tomorrow.

In looking over social services in this province, it becomes evident to me there are six basic principles which have continued to guide the development of social services in Ontario. These principles will be maintained and they will be strengthened as we evaluate and improve our programs. The principles are, I feel, useful and necessary guide posts for thinking about how services are now meeting present needs and how they can better meet needs in the future.

The basic principles we have followed in providing service to people are: first, strengthening and maintaining the family unit; second, promoting individual and family independence and self-reliance; third, assisting people in their own community; fourth, providing services to those in greatest need; fifth, continuing the co-operative partnership among those delivering services, and sixth, making maximum use of the resources at our disposal.

In meeting the first principle of maintaining the family unit, we believe that no matter what form it may take, the family is the fundamental unit in society and that services should be aimed at strengthening the integrity of the family within our communities. Human services must continue to foster a family environment in which the basic values of compassion, understanding, support and responsibility which guide our society are nurtured.

Our social environment is one in which families and individuals try to work out difficult problems themselves before looking to government for solutions. Families don't always have the resources to care for their members and this is when services should be available. But too often a family's basic strengths can be forgotten, or ignored. In the search for reasons why families have difficulties, we can forget to search for the reasons why families have strengths.

Government and society must put emphasis on services which encourage and strengthen family ties, rather than focusing on the individual and his or her needs in an isolation apart from that.

Our goal in providing programs should be to support and maintain the family's role and responsibility in resolving problems and caring for each other.

The second goal of human services is to promote an individual and society sense of independence and responsibility. The object of these services is to help with physical, emotional, mental and economic difficulties, and to help those suffering from those to live as full a life as possible; to enhance their sense of personal dignity and to create a climate in which independence and self-reliance is fostered. We remain committed to this principle.

Third, the services should be available in the community so an individual or a family needing assistance can remain in their own community as much as possible. Personal relationships are maintained, and interaction with friends, neighbours and relatives is fostered, primarily in one's own community. This approach will avoid any tendency to isolate people in institutions, people who, perhaps, neither need nor want to be there, a criticism which has been levelled not only at our communities in Ontario but in North American society, and perhaps western societies generally. In the past, the major emphasis has been to ensure that the basic institutional care is available on a widespread basis for those who need this level of care. Having substantially achieved this, our priority for funding and expansion will be on those support services which enable persons with special needs to continue to live in their homes and in their own community.

Fourth, services must be available on a fair and equitable basis to ensure that those who are in greatest need and most vulnerable receive an adequate level of service. Human services to those individuals and families who lack the economic and emotional resources to help themselves and need to



be assisted will continue to be a priority. It is the burden of this ministry to cut what perhaps might be described as the Gordian knot, namely to overcome the dynamic that the more acute the human need is the higher is the level of subsidy, while the higher the subsidy is the greater is the degree of dependence, in some cases.

[3:45]

Fifth, the delivery of human services must continue to be based on partnership between municipal and provincial governments, as well as private and volunteer agencies. Providing assistance through municipalities and community agencies enables the government to retain a multiplicity of programs and facilities that can provide a wide array of services, in a sensitive way, to individuals and families with differing needs.

We who share responsibility for social service programs must be cost-conscious if we are to live with our consciences. I say that because we inhabit a community and universe with finite resources, limited time, limited money and limited human skills. If we choose not to be concerned with relative costs and results, then I think we had better realize we're really saying that some people in need will have to do without.

May I remind the members that spending vast amounts of taxpayers' money on social programs is sometimes not a popular thing to do. I know there is a feeling that we spend too much on and care too much for so-called welfare bums. I also know there is another feeling that we spend too little on and care too little for people in distress. I think both of these views can be misleading and are often inconsistent with the facts. It is the burden of our consciences to make sure that we apply enough resources to the problems of people in need, and it is the burden of our skills to apply the available resources in the most efficient and effective way we know.

Municipalities and volunteer agencies are often very knowledgeable about the needs of individuals and families in the communities and can tailor their programs to the specific needs and the realities of the local community. It's the role of the provincial government to have a clear vision of the larger picture so it can set priorities and ensure proper co-ordination.

Sixth, there is a continuing commitment to ensure the services are used as effectively as possible in meeting the needs of people. Our collective efficiency determines our ability to provide services to more people.

I'd now like to look at some of the ways

these basic principles have been carried out through our programs. The ministry's emphasis on programs which preserve, maintain and strengthen family life during difficult times is particularly evident in the expansion of services under the Homemakers' and Nurses' Services Act. Under this program, support services are provided in the home during illness or absence of the mother; and to assist elderly, convalescent, handicapped, chronically ill or otherwise disabled people to remain in their own homes whenever possible and desirable. Ministry expenditures in providing these homemakers' and nurses' services have grown since 1967 from about \$440,000 to more than \$4.8 million last year, and nearly 50,000 people benefited directly from these services over the past year.

Because we recognize the need to help families who wish to maintain their severely handicapped children at home, I announced in the spring a new program which would provide a monthly allowance of \$150 to offset some of the extraordinary costs involved in keeping these children at home. The program was designed to provide assistance to families needing immediate help but who could not benefit from direct assistance under existing programs. I wanted the program under way as quickly as possible so that the lack of sufficient financial resources would not prevent living at home, if it were in the best interests of the child and the family.

We recognize that there are some delays in processing an application, but this is a new program and our staff are working hard to minimize any delays. Therefore, we are collecting information as this program develops, so that we may focus on the full range of problems and subsequently tailor future legislation and regulations to meet this full range of needs for those people who are concerned.

Another ministry program which helps strengthen family life is the debt counselling program, which now helps support 28 agencies across Ontario in assisting people with consumer credit, general budgeting and money management. Any number of studies of marital breakdown reveal that economic difficulties are often one of the factors at the root of the discord that eventually leads to separation and divorce. Debt counselling is a valuable preventive service, and the dollars spent on this program limits to some extent what we might otherwise have spent in our income security programs on broken families.

Provincial support for this program has grown from \$21,000 in 1967 to more than



\$600,000 this year, and more than 12,250 people were involved in the debt counselling program last year. In addition, through local municipalities, the province is helping to fund family counselling services to prevent or reduce family distress. Last year, this support totalled nearly \$500,000.

To ensure we are assisting people in need to be as independent and self-reliant as possible, the ministry has followed a number of approaches in its programs.

First, in helping the mentally and physically handicapped people to develop, restore and improve their working capabilities and maintain independence in the community, the ministry has expanded its vocational rehabilitation program in the past decade. While the objectives and the nature of services have remained essentially the same, the expansion in programs and facilities to meet people's needs has not. In 1967, just over 6,500 people were helped with rehabilitation services. Today, more than 12,500 people are receiving services, either in counselling, work programs or through any other of the rehabilitation services.

The year 1967 also marked a new, vastly important phase of rehabilitation services by providing an operating grant for each trainee in sheltered workshops. In that year about \$600,000 was provided to 87 workshops. Financial support has now risen to more than \$20 million in 143 workshops across the province.

In 1974-75 the workshop funding structure was radically changed, increasing substantially the funding level for these programs. An operating grant of up to 80 per cent of approved cost was offered. As well, capital grants of 80 per cent of approved costs were made available for the construction, acquisition, alteration or renovation of rehabilitation workshops and for the purchase of furnishings or equipment of a capital nature.

The ministry also began supporting halfway houses to help people from institutions such as detoxification centres and prisons to ease their way back into community living or provide a rehabilitative residential program. In 1972 the ministry was supporting three halfway houses offering 129 residential places. This support has grown to nearly 500 places in 25 halfway houses.

In 10 years this ministry's financial commitment to help people through rehabilitation programs in their communities has grown from about \$2.5 million to more than \$20 million. We are committed to helping people develop to the full extent of their ability

and live as active and as full a life in the community as each has the capacity to do.

In helping people in need, we are also trying to ensure that our programs encourage a climate in which independence can flourish. For example, we are supporting a number of projects throughout the province to explore various methods of assisting mothers receiving family benefits to join or to return to the labour force. In addition to those, we are also jointly supporting and operating with Canada Manpower an experimental project in Toronto which provides sole-support mothers with counselling, educational and upgrading skills to help them join or return to the labour force as well. Both of these initiatives, I believe, display our commitment to assist mothers to support themselves and their children.

I should also note that FBA fringe benefits, such as free hospital and medical care, continue for recipients taking Canada Manpower retraining courses even though their incomes may be higher than the FBA eligibility level.

Within the family benefits program itself there are two features which combine to provide encouragement to recipients to take on part-time employment. The first feature is an earnings exemption that varies by family size up to \$125 per month. The second phase of that is a further exemption of 25 per cent on moneys earned on top of the basic exemption. These exemptions are not only the highest in Canada when compared to similar programs in other provinces, but are the highest allowable under the federal cost-sharing legislation covering income maintenance programs.

About 12 per cent of mothers receiving family benefits are engaged in part-time work. I might just take an example of a mother with two children in the age group between 10 and 15. She would currently have an entitlement to \$407 per month, including allowances for shelter, fuel and other living expenses. She may also make \$120 in part-time earnings a month without any reduction in her benefits because of her two dependants. With the family allowance, which she receives in addition to FBA, her total monthly income would be \$575, none of which is taxable. I would like to emphasize that the \$120 per month which this mother can earn without deductions from her family benefits does provide a significant incentive to realize part-time earnings.

A recipient can receive benefits such as free hospital and medical care, dental care for children, prescription drugs and eyeglasses. In addition to these benefits, the ministry recognizes the escalating costs of fuel and provides

for, on a monthly basis, the actual fuel costs incurred by the recipient. Each September the ministry also provides additional monthly benefits to recipients faced with the added expense of their children returning to school.

The family benefits program emphasizes the government's commitment that those in greatest need receive priority in services. Expenditures under this long-term social assistance program since 1967 have nearly quadrupled, to more than \$342 million. This represents nearly one third of my ministry's budget.

This year, social assistance rates increased by eight per cent. This increase continues the positive pattern of rate increases undertaken by the province. I might point out in this respect that since 1961 social assistance rates have increased roughly twice as much as the consumer price index.

In that same period of time the average industrial wage has risen about 1.8 times the index. Supplementing these provincial commitments as part of our co-operative partnership, municipal governments have, over the past five years, increased their expenditures on income assistance from \$117 million to \$149 million. It might be noted, however—

Mr. McClellan: Over what period?

Hon. Mr. Norton: The municipalities?

Mr. McClellan: Since 1961?

Hon. Mr. Norton: In the past five years, the municipalities—is that what you're referring to?

Mr. McClellan: In relation to the CPI.

Mrs. Campbell: The first one.

Hon. Mr. Norton: Oh, that was 1961 to the present. We're talking about rate of increase there, we're not talking about absolute numbers; and we're talking about rates, we're not talking about gross figures.

Mr. Sweeney: It still depends on where you start.

Mr. Vice-Chairman: Maybe, gentlemen, if you'd make some notes you could ask the minister later.

Mrs. Campbell: We're making them.

Mr. Vice-Chairman: Ladies and gentlemen, I should say.

Mrs. Campbell: Thank you.

Mr. McEwen: Why do you comment on expenditures that far back?

Hon. Mr. Norton: I've chosen a number of points of comparison, using basically a 10-year period. In the case of the—

Mr. McEwen: There's a great deal of difference between 1977 and 1976—

Hon. Mr. Norton: —consumer price index, we are referring to a period of 17 years.

Mr. McEwen: —10 years to equal what it was last year.

Mr. Vice-Chairman: In all fairness—

Mr. McEwen: I wonder why it is necessary to waste so much time on that.

Mr. Vice-Chairman: I think we should let the minister finish his statement.

Hon. Mr. Norton: You will have ample time to respond, Earl. I will be patient if you carry on when you get the opportunity.

I think it might be noted that the municipalities have had major reductions in their expenditures from 1971 and 1972, and are only now returning to the costs which they bore at that time. That was largely through programs to transfer long-term general welfare assistance clients to family benefits wherever possible.

The ministry's commitment to ensure that those in greatest need receive the priority in services is also evident in the ministry's expansion of day-care facilities in recent years. Our priorities were to concentrate on increasing the number of day-care places for handicapped children, native children and children from low income families. The members are, I'm sure, quite aware of the very significant expansion of day care since 1972 through two major capital expansion programs.

These programs channelled approximately \$25 million into renovations and construction in day care for the handicapped, for municipal day care and for Indian bands. The total result of that expansion and additional capacity was about 6,200 spaces, and there are now approximately 52,000 spaces in licensed day nurseries in Ontario, including the services provided for the handicapped and subsidized private home day-care programs.

I should also emphasize that the ministry last year provided more than \$28.5 million in operating funds for children's day care. Estimated expenditures this year for subsidized day care are \$38.5 million, which is an increase of more than 35 per cent in that one-year period. This shows a real commitment by the government, I believe, to help those in greatest need, even in times of economic constraint.

In addition to supporting day care centres with integrated programs for the handicapped children, we are developing in-home support services to supplement the training provided in the day-care centre. It is crucial to the full development of handicapped



children that their parents are knowledgeable about the training programs carried out at the centres.

Where possible, we are endeavouring to carry on training in the home. While this development is only in its initial stages, it has, in our view, a very great potential for the future. We think that the cost implications are relatively modest, since the same staff can often function in both the day-care centre and the program of home visiting.

[4:00]

Another emphasis in our planning for day-care services is that of private home day care. This type of care offers the advantages of flexibility of arrangements and hours, often closer location to the child's home, and the fact that capital outlays are not generally required in this program. From the government's view, day-care centres cannot and probably should not fill the needs of every pre-school child. Many parents prefer to make their own choices on the care their children receive, often with a neighbour, a friend or a relative, who make excellent parent substitutes. In many cases where there are two wage earners in the family, there is no great need for government subsidies to pay for such help.

The private home day-care program has grown since its inception just a few years ago to cover, now, 2,000 homes serving about 3500 children. We see potential for greater development here this year. It is satisfying to note that 19 municipalities are now making use of this type of service.

Another area we are exploring is the potential use of day-care counsellors in local communities. The use of the day-care resource person here at Queen's Park to assist government employees has proved to be very successful. We think that in local communities, day-care counsellors could be of great assistance to parents in locating appropriate day-care services for their children, either in private homes or in licensed group-care centres. Such a service can help to maximize the use of existing facilities and can also, it would appear, be carried out with relatively modest cost.

The development and utilization of existing community resources and facilities is also a main element in the government's emphasis on assisting people in need to remain in their own homes and communities as much as possible. Perhaps this is nowhere more evident than in the development of community support services for Ontario senior citizens. In caring for the elderly, the ministry hasn't

just built facilities; by steady improvement during the past 10 years, in social and activity programs, and the development of better medical care services, homes for the aged have been able to become more concerned with serving the individual needs of the elderly and encouraging them to see this period of their lives as a time of further development.

Ontario's homes for the aged have developed in concert with other groups in the community, community outreach services supported by the ministry enabling an elderly person to receive needed services in their own homes and to prevent the elderly from entering institutions, when it is not necessary, simply for lack of alternatives.

Elderly people needing support services to remain in the community are being helped by the meals-on-wheels, day care, vacation care, transportation and other related programs provided through the local homes for the aged. Elderly person centres, volunteer groups and other community resources are also involved in these services.

This is in addition to the personal home services provided under the Homemakers and Nurses Services Act. As part of this emphasis, we have supported the development of more than 90 elderly person centres across this province. Direct provincial support to these centres since 1967 has grown nearly tenfold, to more than \$1.7 million.

The government also, through the Ministries of Health, Revenue and Housing, provides an extensive set of programs, such as senior citizens' housing and rent subsidies, to assist seniors to remain in their own homes and in the community.

For example, in 1974 the government introduced the GAINS program for the elderly and the disabled. Benefit levels under this program had been progressively increased and the GAINS rate is now more than \$3,500 a year for a single person and more than \$7,000 a year for a couple.

In addition, the OHIP premium assistance plan and the drug benefit program are providing financial help to the elderly. Last year the government spent \$110 million on income support benefiting the elderly through GAINS, \$70 million for drug benefit assistance, \$71 million for housing rental subsidies, \$249 million for OHIP premium assistance and \$420 million for the Ontario tax credit system.

As part of our ministry's emphasis on a more comprehensive set of community support programs for the elderly, I announced a \$2.6 million yearly program to employ young



people to help the elderly and the handicapped in their homes. At the present time there are nearly 350 people who are now employed and providing services such as heavy cleaning, gardening and minor home repairs to the elderly. I expect there will be another 100 or more people employed in these programs in the early part of next year.

As this program develops, I become more and more pleased with the kinds of feedback that I'm getting from communities across this province, particularly some of the very creative ways in which the young people are being used by the municipalities in programs to provide service to the elderly. I think it's fair to say that the only limitations on the program are the limits on the creativity of those persons who are implementing it at the local level. I'm very pleased with the results.

The ministry has also initiated 18 programs in alternative care for the elderly across Ontario to co-ordinate existing community resources. These programs largely involve working with volunteers so an elderly person can receive needed services in their home and remain independent. These co-ordinated services can involve a visiting homemaker, a nurse, a local home for the aged, the elderly person centre, a hospital, and private agencies and volunteer groups. Some examples of the type of care provided include, as I've mentioned before, meals-on-wheels, transportation to shopping or doctor's office, friendly visits by volunteers to the homebound elderly, and bringing these people into homes for the aged for a few hours to obtain needed services.

The principle of assisting people to be as independent as possible and to remain in their community is also being followed in the development of community-based services for the mentally retarded. I'm pleased to note that from past comments made in the House, virtually all members support the long-term objectives which we have adopted of reducing the incidence and severity of mental retardation and providing normal community living opportunities for the retarded.

While not all retarded persons can benefit equally from services, their ability to live effectively in society can be markedly improved through training and through personal development.

As well, handicapped people have the right to expect to receive their fair share of services of agencies, organizations and government. Since the transfer of responsibility of services to the mentally retarded from the Ministry of Health to this ministry three years ago, the efforts directed to promoting the support and opportunity for community

living for the retarded has led to substantial changes.

I've already noted that only three years ago we served 12,000 retarded people, who lived mainly in institutions, while this year we'll be serving 27,000, mainly in their own communities.

When we examine the extent of services provided through this program as well as other programs such as education, family benefits and day nurseries, we find that more than 63,000 retarded persons are being assisted by government-supported programs and services in one way or another.

I would also note the progress which has been made in the development of residential accommodation support services such as parent relief programs, behavioural management programs, as well as the development of the network of direct supportive services such as those provided by the protective service workers.

In the facilities themselves, major changes have occurred during this period. Considerable progress has been made in the provision of developmental training. We anticipate that further progress will be made as we establish in the near future special units for those who are blind, deaf and/or emotionally disturbed. No longer are we seeing mildly retarded persons admitted to these facilities. These persons are being accommodated within the community.

The facilities themselves are therefore able to concentrate more of their resources on the very special needs of the more severely retarded and handicapped residents. Although this has meant an increasing burden on the facilities, they have responded remarkably well to this challenge. In serving the mentally retarded more effectively, a major start has been made in the gradual transfer of responsibility for services to the community.

For example, in my own community in Kingston, there has been a consolidation of facility services and a redirection of effort by transferring responsibility for the government-operated L. R. Penrose Centre to a private board in amalgamating it with the present Ongwanada Hospital. The merger of these two institutions and the increased concentration of resources at the community level will make it possible for a truly community-based service centre to be provided for retarded persons. We anticipate that this will be but one of a number of similar developments across the province in the next few years.

One of the reasons it has been possible to achieve this degree of progress in three short

years has been the significant community involvement in every stage of the way. We are particularly pleased with the success of the district working group approach whereby basic planning is carried out by those involved at the district level, and developments are largely determined by recommendations from these groups. The dedication and the concern of community groups has accomplished much in overcoming public resistance to such things as zoning changes, which would permit the retarded to live in the community, although we're all well aware that that problem has not been entirely resolved yet. I think substantial progress has been made.

While considerable progress has been made in gaining general public acceptance for the development of community-based homes, it's clear that more time and effort on the part of all of us is required. To this end, the ministry has embarked on a public education program jointly with the Ontario Association for the Mentally Retarded to encourage better understanding by the public of the mentally retarded. This approach is one of the most encouraging aspects of community development since it involves literally thousands of volunteers across this province who are sympathetic towards the needs of the handicapped. The active involvement of these volunteers, whose sincere interest is to assist those who are less fortunate than themselves, is one of the most rewarding and important aspects of this community program.

With the momentum that has been created through their efforts, we will be able to see continued improvement both in the services which are provided and in the attitudes of the people of this province towards the handicapped, and this momentum will not be stopped by economic restraint. Instead, the present situation merely increases the challenge to utilize our resources in the most effective way possible to develop community living opportunities for the mentally retarded, to which we all subscribe.

I've emphasized throughout my remarks that the present situation in human services requires an intensive review and a reassessment if we are to continue to meet the needs of people with the resources available to us. The most recent and major effort by this government in developing better co-ordination in services to more effectively meet needs has been the creation of the new children's services division in my ministry. This may well be the most important new development in social policy in Ontario, or indeed in Canada, in many years.

The rapid development in children's services in the past decade is in many ways an example of the vast growth that has occurred in social services generally in meeting the needs of Ontario residents. Four provincial ministries, municipalities, private agencies, volunteer groups and children's aid societies all responded to the special needs of children by developing services within their specific mandates. This response was necessary and did meet those special needs during that extensive period of growth, and we had the resources to develop the needed services.

[4:15]

Ontario responded in every conceivable way but this massive expansion in service required a review. We discovered that there were very few essential differences among children who might be receiving services from any number of programs under different ministries. It was too often more by accident than by design that a child received a service from one system or another.

By bringing together into the Ministry of Community and Social Services the resources and services of four provincial ministries dealing with children, the government has recognized those problems and will be integrating individual functions into more effective units and improving services for all children. I think we all agree that that was a needed reorganization and it was in line with our principle of maximizing the use of our human and financial resources.

We are acknowledging that children represent a spectrum of emotional conditions and that they cannot be rigidly split among services offered by four different ministries in the government. Coupled with this reorganization at the provincial level is the government's intention to establish local children's committees throughout the province with the resources and the authority to ensure children receive the services they require in their own community.

Consultation and co-operation are basic ingredients for our partnership in the social services field, and we will continue to share responsibilities and costs as well as ideas and information with the authorities, agencies, volunteer groups and individuals working at the local level.

In keeping with the government's commitment to provide co-ordinated service delivery, children's services committees will be established with responsibility to local governments as well as accountability to the provincial government through standards and legislation.

The government believes the ultimate responsibility for members of a community,



whether children, senior citizens or the handicapped, should rest with the community. It is the community that most often can best determine the needs of its citizens and ensure that they receive the most appropriate services. This approach is based on the belief that local authorities can play a bigger role in identifying gaps in services, in maintaining closer contact with those needing services and in linking community resources, both human and financial, to those in need.

In the new approach to children's services, our first concern will be the well-being of the child within the environment of the family. Where we cannot have the ideal itself, we will try for the closest and best counterpart to the family. This is consistent with our first basic principle of maintaining and strengthening family units.

I would like to outline briefly some of the developments within the children's services division in implementing these changes. All programs, except mental retardation and children's units in psychiatric hospitals, were transferred to the new division on July 1. The mental retardation day-care programs were transferred at that time as well. We are now working on a plan to transfer the balance of the mental retardation program.

In addition, negotiations are under way to transfer, through contracts, the children's units in psychiatric hospitals operated by the Ministry of Health. Our ministry is also preparing a discussion paper to outline whether additional programs can be identified which should be transferred to the new division.

In reorganizing the division itself we are looking at the long-term structure and the steps and stages necessary to accomplish this.

Following the preparation of an internal proposal for reorganization, a decision on the entire division will be made, probably before April of next year.

We are also developing an overall statement of program priorities which will be finalized early in the new year. This will enable all applicants for program funding to know of their relative priority within the division and the general possibilities of funding over the next two years.

In the field of juvenile correction we are developing a joint plan for the use of detention homes and correction staff in pre-committal assessments of children before the courts. We are carrying out similar reviews in the observation and detention homes and the children's mental health facilities.

In implementing the other major element in provincial children's services, that of local co-ordination and accountability, we are preparing for public discussion a review of the

areas involved in the delivery of services at the local level. The review will include such issues as the philosophical base, regional divisions, possible structure and role of children's services bodies, criteria for pilot project areas and the pace at which these newly established local bodies will assume responsibility for children's services in their areas. This review is to be released for consultation.

In the important area of law reform, the staff have nearly completed work on a package of materials covering possible short-term changes in all major pieces of legislation administered by this ministry dealing with children. We will be distributing the package for public discussion in the very near future. I want to emphasize that these changes will be dealing with immediate concerns and should not be considered as a final approach in children's services.

In providing child care, the government's main concern has always been for the individual child in his or her family. I want to emphasize this commitment by saying that as we embark on the changes within children's services, our first priority will always be the welfare of the child before anything else. We are therefore dealing with needs and issues in children's services on both a short-term basis and a long-term legislative approach. I can't say that we are going to have a perfect or foolproof way of helping our children but we are going to make it as good and as humane, as caring and as effective and as responsive as we know how.

Before concluding my remarks, I would like to turn very briefly to a number of other developments within the ministry. While these do not directly benefit people needing services, they do affect our overall ability to help people in need.

In the coming year, the ministry, in co-operation with the ministries of Energy and Government Services, will be recording actual energy consumption in each building we operate and, based upon the analysis of this information, will reduce consumption in our facilities. We believe that in many instances better operating practices can significantly reduce our appetite for energy. I have also recently asked all the agencies that work with my ministry to develop voluntarily their own management program to conserve energy. As more information on reducing energy consumption becomes available, we will be forwarding this to the agencies and applying it to our own operations. In addition, in approving our minor capital budgets, some priority will be given to those projects which would mean a reduction in energy consumption.



In the area of cost-sharing, the federal government, in response to this government's concern over the specifics of the proposed Social Services Act, has proposed a block funding approach. There are, as members are aware, three possible cost-sharing mechanisms being considered at the present: block funding, continuation under the Canada Assistance Plan, and the Social Services Act. The federal government has indicated that it will proceed with the approach that receives the most support from the provinces, and we understand at the present time that Ottawa is awaiting to hear officially from several of the provinces who have not yet communicated their position to them. We will, of course, be keeping you all posted as developments occur which affect the financing of social service programs in the province.

In discussing today the development of human services under this ministry, I hope I've been able to give you an idea of the extent of the commitment that the government has for people in need in this province. While we are facing more difficult economic times in the delivery of services in the coming years, I can assure you that the basic principles which we have followed—maintaining and helping the family, promoting the individual's and the family's independence and self-reliance, assisting people in their own community, providing services to those in greatest need and continuing the co-operative partnership among those delivering services—will continue to guide this ministry.

I'm sure that as we proceed through the estimates, I'll have an opportunity to elaborate on a number of these programs and to respond to questions that you may have dealing with more specific details.

**Mrs. Campbell:** Mr. Chairman, may I first congratulate the minister on putting forward succinctly the six points. I think it is the first time, in all the time that I have been dealing in the matter of welfare, that there has been a statement which goes, in some measure, towards a philosophy. I congratulate the minister because I feel that today the resistance that people are showing—and they undoubtedly are—is due to the fact that no minister of this ministry, within my recollection, has ever made any kind of positive statement about the problems of the poor, the elderly and the disabled.

In terms of human services, the philosophy has been—and I think to some extent it is still with us—to try to restrain spending and to apologize to the public for

moneys spent in these services. It seems to me that the ministry itself must take responsibility to some degree for the problems viewed by the people in these difficult times, relating to services to people.

I will be dealing in almost point form, I think, with some of the dichotomies between the statement and the things that are going on in your own ministry. I would draw your attention to the fact that perhaps you have to work with other ministries of government, particularly as they relate to trying to hold families together. I don't know whether the ministry is aware—perhaps it doesn't happen in Kingston; Kingston has some different situations, but it is certainly my experience in Toronto—that the Housing ministry, for example, seems to approve a policy whereby a child of 16 is deemed to be on his or her own, whether or not he or she is in part supporting the family; and there is a change in the basic rent as a result of that, unless the child is in school.

In some cases, of course, there is a real thrust to have the child leave public housing. So I would just draw that kind of situation to the minister's attention and suggest that, perhaps, if a government's position is what he states it is then the government ought to be logical and carrying through the program in all ministries.

The rest of them, I think, pertain to dichotomies largely in your own ministry, so I think I can deal with them seriatim as I come to them.

One of the things that I really would like an answer to, before we get into any other part of the general overview of the ministry, is the large budgetary discrepancy between the Ontario Finances Bulletin of September 30 and the estimates the minister is seeking now.

In view of the fact that the recent issue of the Ontario Finances Bulletin indicates an increase of only \$80 million in the budget, after the transfer of some \$104 million-worth of children's services from other ministries, where have you achieved the savings of some \$24 million? Or is it, perhaps, that TEIGA is again less than accurate in its reporting?

[4:30]

One of the things which bothers me in the statements made is that the minister has touched on his recognition of the economic conditions, but there are hardships growing for our population as the economic climate worsens. Community and Social Services is one of the ministries to continue a program

of restraint, thereby being penny wise and pound foolish. For example, it would appear that the ministry will reclassify welfare recipients as employable and drop them from the welfare rolls. But these people are going to show up somewhere else in the welfare system when they can't find jobs. I would suppose that this situation is that to which the minister addressed himself in saying that it is a fact that some of those in need will not receive service.

Meanwhile, the ministry is overlooking the great contributions that could be made by the province's unemployed physically handicapped. The minister has dealt at somewhat great length with this particular situation. The provincial benefits scheme continues to impose discriminatory rules that act as disincentives to those disabled who would like to and need to work.

The Provincial Secretary for Social Development (Mrs. Birch) stated just days ago that the physically handicapped should not look to this government to find work, but rather find employment in the private sector. Then of course this government, in another ministry, as parts V, VI and XXIV of the Employment Standards Act, states that the physically handicapped are a class of people exempt from the minimum wage laws. I will deal further with the matter of their support services and their taxback, but I would like just to refer to the situation because I think it is important. I think one of your own recent reports indicates you should in fact take cognizance of the disincentive of your taxback policies for the handicapped.

First of all, FBA GAINS D and the physically handicapped: Physically handicapped who receive FBA GAINS D allowances are penalized by the 75 per cent taxback on money earned over and above the provincial benefits allowance. For example, if a single person receives \$250 a month under FBA GAINS D, he or she is allowed to earn up to \$60 a month. Beyond this, any amount he or she earns is matched by 75 per cent reduction in FBA benefits. How, then, is this a way of helping people to be independent and responsible as the minister suggested in his opening remarks? Few FBA GAINS D recipients earn money, but of those who do, most limit earnings to the taxback point.

Secondly, as a result of working harder and getting paid more, net income actually decreases for the recipient of FBA GAINS D benefits. Compulsory deductions from UIC, CPP and income tax are made on provincial benefits as well as on earned income. For example, a single disabled person with a

monthly earned income of \$300 has an FBA allowance of \$70. Compulsory UIC and CPP deductions are \$9.15. If he increased his earnings to \$350 a month, his FBA allowance is reduced to \$32.50, his UIC and CPP deductions amount to \$10.91 and he has to pay \$16.58 in income tax. This results in a net income of \$355.01—a loss of \$5.84.

Secondly, and I am concerned about this, I would like to know what this ministry really has against women. Under the present system, the disabled male, because of his responsibility for the support and maintenance of his spouse and dependants, is eligible to apply for an allowance, whereas a disabled female is not. I would like the minister to explain the rationale or, as he said earlier, the critique for this sort of situation.

This is one of the places where I find a dichotomy between the statements made by the minister in opening and the actual, factual situation as it is today, referable both to his ministry and to other ministries of government. I do wonder, quite often, how it is that one minister after another can come forward and say, "this is government policy", and they couldn't be farther apart if they tried.

**Hon. Mr. Norton:** You heard one in the House today I hadn't heard of.

**Mrs. Campbell:** I'm sorry, I wasn't there, I was otherwise engaged.

The minister speaks of the deinstitutionalizing of the elderly and the severely handicapped; yet according to our records we have experienced this year a large increase in institutionalized bed care of the elderly and a dismal participation in the great scheme to provide home support services by employing unemployed youths.

Would the minister at the same time tell us where the Premier's (Mr. Davis') plan has been put into effect to exempt seniors from municipal tax, although this was announced as a great \$75 million scheme during the last election?

**Mr. McClellan:** We will wait for another one, I guess.

**Hon. Mr. Norton:** Not too soon.

**Mrs. Campbell:** I was puzzled by the minister's stating that he believes the assistance to the elderly is going to increase. At the time I raised the question in the House—I am just trying to find the date so I don't mislead anybody—asking how many people were involved in the program, how many cities and so on, the number given to me was 378, if I'm not mistaken; but in the meantime, it is now 350, I would like some



kind of an explanation as to the drop that seems to me to be inherent in those two particular statements. I'm just trying to find the date here.

In any event, I think it is quite clear that when the question was asked shortly after the House reconvened—I can't recall the date, but both my leader and I asked questions about the numbers of participants in this program—we were told 378, which included Indian bands and so on; and we now find 350.

I am also concerned that the minister, in discussing the imaginative program for the deployment of youth, says he is pleased about some of them. As far as I can ascertain in Metropolitan Toronto and this comes from the department itself—although not recently, about a month ago I guess, when they reluctantly came into this service—I am advised that it was in fact limited to home repairs and things of that nature and not to the concerns I have expressed about other services to people.

I believe that answer was given on July 6. At that time, the minister said that there were 378 jobs on record. Now that has been reduced to 350 jobs, with 23 municipalities participating. I'd like clarification of those figures.

At the time this great scheme for assisting the elderly was bruited—is that a very good word for it?

**Mr. McClellan:** Brutally bruited.

**Mrs. Campbell:** It was conceived, as I understood it, to be a program which would be of assistance generally to the elderly. But as you recall, one of the problems I raised at the time was that the ministry didn't seem to be sure whether it would continue after March, or if it continued in what form. I can recall pointing it out to the minister as something which would have a very difficult passage through municipalities which can't be that vague about future planning. I suppose now that it seems to be a part of the general estimates, we can look forward to some stability in this program.

The minister has referred to the care, the homemakers' services. I'll be delighted if I see homemakers' services which are something other than almost a heartache, because as they apply to the elderly, unless my people are not getting the service others are, it's a very limited service and one has to fight like mad to get any kind of extension for it. If homemakers' services were to be involved, and I think homemakers themselves made their position clear, they

would have to have some kind of a commitment on a long-range basis and they would want to screen the people who were going into the homes to ensure protection to the elderly. I do not know what the answer of the minister has been to that situation.

Again, on the program meant to help parents who are keeping severely handicapped children in the home; for example, the \$150 month. I still don't think there was any real explanation given the other day as to why it isn't \$150 a month if it's approved. I think it's most unfortunate that when the minister announced this program he didn't make it abundantly clear to people that it was in fact to be considered as a charitable donation, that it was in fact to be based on a needs test rather than on a recognition by this province of the tremendous service that such people engage in by providing a caring program for their children in the home, while providing at the same time great savings to the community in keeping these severely handicapped out of institutions.

I feel, also, there's been a lack of real consideration, real planning in this area, because of the fact that we don't know yet, as I understand it, how this \$150 will affect housing rentals. I think you're working towards that, but it does seem to me it should have been part of the pre-planning, before the matter was announced; as well, of course, as the whole question of what constitutes income and for what purposes. I feel again that we often seem to seize on some kind of a program which sounds great but honestly hasn't been very carefully thought through.

[4:45]

I referred earlier to my question as to what the ministry has against women. The report of the ministry does talk about intervention in family crises, but I would like to have the minister explain to me what their function is, for instance, in the rape crisis centres and what funding they are giving to those. No registry or crisis intervention service for battered women has been established by your ministry. I don't think there is anything more distressful than to face a woman who has been battered and has no idea of where she's going. She either has no money or, if she is trying to continue in the home because she has no place to go, no protection—and certainly no consultation is helpful to her at that point unless it is something which can assist her to live there safely. The court system is such, of course, that it can take more than a



year to get any resolution of her problem, and there is no concern indicated in this ministry or, for that matter, in any other that I am aware of.

The whole thrust of your ministry in information services, as I understand it, was originally—and certainly it was recommended to be continued in the Morrow report—that if the community itself demonstrated a desire and a need for an information service, then this ministry would consider some sort of assistance. Yet have a service such as the Exceptional Family Information Service serving the needs of troubled youth and their families. That service is province-wide; although it is centred in Metropolitan Toronto, the inquiries come from right across the province. It doesn't require heavy funding, it is in place, you need it, and you are going to allow it to fall by the wayside simply because it isn't a top priority. I am concerned about that. I am concerned about where that is at in protecting the family, protecting the welfare of the child and those statements which you have made to us today.

I note with interest some of your responses to what I think is the crucial report on your ministry by the Provincial Auditor. While you show them as accomplishments or achievements—I'm not quite sure which word you used—they weren't your ministry's; they were required by the Auditor. And what a horrible picture they presented in showing where you can waste money in a ministry that should be holding any money it has for the development of programs for people who need it.

We know that, under the audit services, total overpayments and administrative errors made under the Family Benefits Act amounted to \$19,182,457 for the year ended March 31, 1976—a major weakness in your accountability. It's also interesting that, when it comes to the voluntary recipient withdrawals, examination of \$523,000 revealed that overpayments amounting to \$36,848 had arisen because appropriate action had not been taken to terminate the allowance payments from the date the information was received. People voluntarily tell you that they are leaving the welfare system but you don't catch up with it.

It's interesting, in connection with your incentives—I gave this case before and I'm going to give it again, because it relates to this kind of situation—a woman informed your ministry that she was going to be fully employed; she was, in fact, starting at that point. Her employment, interestingly enough, caused her to have a reduction in income of \$100 a month. She accepted that. She faced it. Then she found that her rent in public

housing was lowered by \$10 a month. So, by my calculations, she had a shortfall of \$90 a month. She rather expected that too.

Having informed you that she was going to be working, she also applied for the allowance, \$100 the first month and \$50 in each of the next two months. But the OGPU got into operation. They took her file—they snatched it—because somebody informed you that she was working. She informed you, of course, but you didn't listen to that. You listened to somebody else who said "Do you know she's working?" And she had to fight—I had to fight—to get that money to which she was entitled because she had informed you.

There is no excuse, when we are spending the money we're spending, that we should be wasting one single cent of it. I do notice that you are attempting, I think, to deal with this; you address yourself to it in this report which you have given. I'm not going into what you say about how you're improving all of this. But why did it take so long to get in this kind of administration the accountability that ought to have been built in right from the start?

I suggest you could learn a great deal from municipalities and their kinds of accountability in these areas. I can recall the city accountability and Miss—I won't mention her name, but she was the commissioner and is still very active with your ministry. I don't know of anybody who watched the thing closer. It's too bad you had nobody here concerned about that.

I would now like to turn, for a moment, to children's services. I have been increasingly concerned about the so-called reform of children's services undertaken by this government. To date, we have yet to witness the necessary reform of numerous funding systems and the fundamental reorganization of the entire system which are so badly needed. Instead, we are faced with the same financial structure—which you haven't been able to explain since 1974—bureaucratic structures and general chaos described in the interministry report. Nothing, save possibly the appearance of His Honour and also Dr. Chamberlain, has changed.

In the past we have found this government secretive and defensive in the area of children's services. One need look no further than the shocking coverup of the Browndale matter. An attempt to describe our own efforts to obtain even the most basic information concerning how this organization spends public money spans some 11 pages—and I think that they can be confirmed because George Thomson has a copy. The accumulated questions arising from three years of being told

that Browndale finances were none of our business fills four pages. To say, as this government has done, that we should merely be satisfied that value is being received is simply not good enough. This coverup must now cease.

I am concerned that even with the new sweep of your ministry we wrote to Judge Thomson on September 12 and sent him the package—I hope before these estimates are over that we will have the answers to those questions we have asked beginning in 1974.

We are also concerned that this ministry through its children's services branch will become so involved in model building and experimentation with so-called children's committees that all other reforms will be shoved aside. We simply can't wait to see which of several models will work. Seeking after some sort of consensus without having first reformed the financial mess and the structural chaos will be a waste of time.

The organizations currently receiving too much money will have to do with less or give reasons why their per diems are so high. Those at present with too little will have to receive more. I am particularly concerned about one of them which is in my riding which I understand is in serious trouble. The per diem in that case I believe—at least when I talked to them—was something like \$22.50 a day and they were dealing with exactly the same children as other mental health facilities. I have again discussed this; it is the Delisle home. There, may I say, they not only have a program, they have built in some statistics indicating the degree of recidivism. They have shown their program, delineated it, set out to the staff what their functions were, but they are the ones who are apt to go down the tube and I want to know why.

You have, Mr. Minister, addressed yourself to the fact that we must be sure that all of our services are functioning efficiently to be sure that our tax dollars are spent for the purposes for which they are intended and yet we still are muddling through in this particular area.

We would like to know when you intend to reform the Children's Boarding Homes Act to ensure that those operations with four or fewer children will be properly inspected and certified. At one point there were some 70 homes falling into this category that you knew about. When asked in the House how many of these homes failed to meet fire, health, zoning and safety regulations, you did not know. We would suggest that you find out.

[5:00]

Certainly the inquest into the death of James Grey demonstrated that inspection of homes under the Act is sloppy. When, for instance, was the last time an operator was fined for failing to comply with this Act?

I would also like to address myself to the Holland decision. It was very clear to us that you were caught off guard by the Holland decision. Were it not for the practices and exorbitant per diem of Viking Houses the matter might not have ever been taken to court. When the decision came in, your ministry was unprepared. Now I understand you intend to appeal the matter to the highest court in the land.

Have you even considered the possibility that it might be better to abandon this method of dealing with children and move on to something better? It is quite clear that children are getting lost in some courts, and despite the Holland ruling at least one judge has continued to send children to Viking Houses by placing them in the care of Viking staff. Is that the way you want your ministry to function? Why don't you see fit to close the book on this method of sending children into group homes, often without the benefit of proper assessments?

Finally there is the matter of Children's Aid Societies. Your ministry hardly distinguished itself during the CCAS strike. We would like to know, for example, exactly what steps you took to assure yourselves that services to children and their families were not unduly disrupted by the strike. Is it a fact that you advised the FOCUS union that you had no means to determine whether services were normal or not, as you did? I think the minister owes this committee an explanation as to exactly what he meant.

In closing, I would like simply to point out that while there has been some flurry of activity in the matter of children's residential services, what have you done about the other part of that interministerial report, which indicated the same chaos in care for the elderly? What steps have you taken and when are you going to advise us of them? I trust before these estimates are over, otherwise we have to realize that you are going stumbling along in the matter of the implementation of the changes which were so critically brought to your attention.

I suppose I should ask the minister, in view of the whole question of services to children, what arrangements he has made with the Minister of Correctional Services (Mr. Drea), who is now absolutely sure that we have sufficient places for children so that



we can, in fact, impose much more severe sentences on women. I trust the minister will tell us what those particular services are and where we will address ourselves to them.

**Hon. Mr. Norton:** That's the question you missed in the House today.

**Mrs. Campbell:** Is it? I'm sorry, I was working on these estimates. Thank you.

**Mr. Sweeney:** Got to get them.

**Mrs. Campbell:** Yes, I know. We're out to get them.

**Hon. Mr. Norton:** Excuse the interjection, but I'm not sure what's happening in the policy in that field, when you say, "Get the men out and put the women in." Maybe you should address yourself to that.

**Mrs. Campbell:** Unfortunately the Minister of Correctional Services has been busy about his chores in Quebec City and I will undoubtedly address myself to him when he returns.

**Mr. Minister,** I have other remarks but I think I should confine those to the votes as they come.

I said to you earlier that I really feel worse about this ministry now than I ever did before, because I viewed you coming into the ministry as being someone who would have a new view, the human view, of the needs of the people and I guess, again, hope deferred maketh the heart sick.

**Mr. McClellan:** Mr. Chairman, this is the third estimates debate that I have participated in as critic, and each part of the year that goes by, it gets to be a more depressing task. This year is no exception.

We have heard a ringing statement of principle from the minister in his lead-off, and I say to him that there is nothing in those principles that we cannot accept. The problem is that the principles do not, in my view bear too much relation to the program, or to the allocation of dollars. There is a lot of lip service paid to the notion of strengthening families and promoting family independence and establishing a community focus for services, but when you look at what the ministry is doing, it turns out to be all rhetoric, all lip-service, by and large.

The program resource summary, which the minister has provided to us, shoots down a number of the statements that the minister made in his lead-off today.

As far as I am concerned, this ministry is still locked into a legacy from the Poor Law, and you haven't been able to break out of it. You still have a custodial bias towards the provision of social service. You have an institutional framework that you seem incapable

of breaking out of. When in doubt, you put people in institutions. You have been trying to move away from that—I concede that—but I don't think you have succeeded. I don't think that you have made even a minor dent in the custodial bias that seems to pervade everything that this ministry does.

Speaking to some of the points that you made with respect to promoting family independence and establishing a community focus for service, the minister listed a number of program areas having to do with personal support services. You mentioned expansion of visiting homemakers' service; you mentioned expansion of family counselling service; you mentioned expansion of a number of services which are designed to keep families and individuals together in their own families and out of institutions. But when you look at the program summary book—and I refer you to the social resources program on page 79—when you look at where the cuts were made in 1976-77, that's precisely where they took place.

The social resources program overall is down 14 per cent from the previous year. Homemakers' services and nursing services were slashed from an estimated expenditure of \$7.8 million to an actual expenditure of \$4.9. Now we are supposed to rejoice because you have restored visiting homemakers' services in the 1977-78 estimate to \$7.4 million, which is still less than what you budgeted originally last year. That doesn't offer me any encouragement at all that you are moving away from your custodial bias and towards a preventive focus.

[5:15]

If we turn to page 55—vocational rehabilitation services—again by way of example, Mr. Minister, in your lead-off you said there had been an enormous expansion in vocational rehab. In this, the pre-eminent program in your ministry, designed to help people move from a state of dependence to productive contribution, productive employment, economic participation, you budgeted in 1976-77, \$11.3 million. You spent \$8.2 million. Again, you cut some 14 per cent last year in this item. Now we are supposed to rejoice because you have again restored vocational rehab, but you restored it to a figure less than what you budgeted for originally in 1976-77.

I don't see that this ministry is doing anything but engaging in some fairly sophisticated public relations with respect to what it is saying it is doing. In fact, they are continuing to cut. They are continuing to do Darcy McKeough's job of balancing the budget and they're doing it at the expense of



the kinds of social services that are designed to keep people out of institutions or to keep people out of a dependent situation. Until you match rhetoric with actions, you can expect some fairly nasty words from us on this side of the table.

The member for St. George, in her lead-off, spoke of the other part of the interministry report on residential services—that dealing with senior citizens. It was, in many respects, more devastating an indictment of this government's program than the more publicized material dealing with children's services because it stated explicitly that you had a custodial bias, that you were forcing senior citizens into institutions because of the lack of personal support services on the one hand, and because of the inadequacy of income maintenance programs.

There is nothing in these estimates and there's nothing in the minister's lead-off statement that suggests he is prepared to address himself to this problem. You've outlined a couple of what I can only call feeble beginnings in this regard. I don't regard the Chorecore program as in any way an adequate addressing of this problem. To me, it is a disgrace that personal support services to the elderly are being provided as a temporary make-work program with short-term funding. That is totally inadequate to the needs of the elderly in this province.

There is nothing with respect, for example, to the Elderly Persons' Centres Act—legislation which remains a joke. It was legislation that was designed a number of years ago essentially to provide minor leisure activities for the elderly. This legislation is expected to provide a major social support program for senior citizens and it's totally inadequate to the job.

I think Baycrest has nine elderly persons' centres designated because of the inadequacy of the legislation. I think St. Christopher House, in my own community, has six or seven elderly persons designated within the one facility because the legislation is just such a joke that these kinds of games have to be played with the legislation in order to make funding available for social support programs to the elderly. Until you start dealing with community-based services to the elderly on a comprehensive basis—and if we have time we can get into that a bit on the vote—your statements of intent are just that. They are not programs and they are not going to be effective.

I wanted to spend a fair amount of time in my lead-off statement dealing with this problem of the custodial bias of your ministry, the institutional mind-set that seems to

prevail, and to do it in relation to developmental services.

I have enormous concern about what is happening in your mental retardation program. I am by profession a social worker, as you know, and I know that the bane of the social service field is that it proceeds by fad—one year this is in and the next year that is in and this is out—and we are moving into the so-called reforms of children's services after having spent a couple of years ostensibly reforming mental retardation services. I have a real concern that we will move away from mental retardation services and we will now start to focus on children's services.

I am concerned that we are leaving mental retardation services in a worse state, in some respects, than it was when we went into it. I am going to make very sure that the traditional pattern of moving on to this year's fad simply doesn't happen with respect to developmental services. I want to review in some detail exactly what has happened over the last six years because I think it is a good time for a pretty critical assessment of that whole government initiative.

The Williston report was issued in 1971 and government action—or lack of action—has followed upon the Williston report. I think it is a useful exercise, at this point in time, now that we are moving on to children's services—and presumably children's services will be getting the kind of priority in terms of attention and dollar energy that developmental services has had over the last three or four years—if we try to see what kind of success this ministry had in moving away from an institutional model with respect to the mentally retarded.

Let me quickly review what Mr. Williston set out as the goals for a reform of mental retardation services. He stated the principle of normalization, and it is a principle that everybody has supported at least verbally. I think the best expression of it, from his report, is as follows: "...making available to the mentally retarded, patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society."

Williston laid down some seven or eight very specific proposals in his 1971 document—a document which, by the way, was remarkable, not simply because of its quality; I don't think there has been a better document prepared for this ministry by anyone in its history, and it was also done in an enormously short period of time—over the space of a very few months, I believe.

Just remember what Williston was talking about. He wasn't talking about moving people from large institutions to small institutions. He wasn't talking about setting up a program of transferring people from the old hospital schools for the retarded into mini-institutions like Oaklands or the 150-bed residence in Etobicoke.

He was talking about two things. He was talking about creating a new service system which would make it possible for retarded children to stay in their own homes through the provision of what he called "a totality of services"; and he was talking about making it possible for retarded adults to follow the normal community pattern of leaving their families when they reached adulthood, being able to go into their own residences in the community—small living units which would simulate the customs and procedures of normal community life, where the retarded could live, as much as is possible within their capabilities, a normal life in the community.

That is what he was talking about, and I don't think that has happened. I don't think we are anywhere close to seeing that happen, and I am concerned that there has been an abandonment of that goal.

When he talked about a totality of services, he was very explicit. He wasn't vague or hypothetical. He outlined an array of services which he saw as being absolutely essential for the successful implementation of the goal of normal community living.

Starting on page 138 of his report, he outlined them. I'm going to list them: Home visiting and counselling services, direct financial assistance, short-term crisis relief, day nurseries, day-care centres, special day-care services for the severely retarded, day-care centres for retarded adults, specialized home-maker services, qualified baby-sitting services, foster grandparents, neighbourhood social work teams, guardianship services, citizen advocacy services, prenatal counselling, dental service and employment service. He described very precisely what he meant by each of those components and he said very explicitly that unless you establish that array of services you can't achieve a de-institutionalization program.

I'll show a little later that we simply haven't done that. We haven't even made a very adequate beginning, and yet we're moving away from the focus on developmental services, and onward and upward to a whole new set of ostensible reforms. We're leaving developmental services in a kind of hodge-podge stew.

He went on to make another series of specific recommendations, most of which have not been implemented. He talked about the need for a comprehensive centre for research diagnosis, medical treatment and counselling. To my knowledge that facility simply does not exist. He talked about developing an adequate data collection bank, and he said that today most of our planning in the field of mental retardation is based on statistical guesswork, generalizations formulated on a few individual cases, studies done in other countries and other provinces, and on speculative intuition. I'm afraid that the situation, with respect to planning for the needs for the retarded, remains much the same today in 1977—six years later—as it did in 1971 when he wrote those words. He recommended that a centralized computer system be established to provide an accurate means of knowing what's happening in the field. To my knowledge—I stand to be corrected on this—I don't think that's being done, either. He talked about a unified command and I suppose that's been done through the organizational transfer—that has a familiar ring about it—that was accomplished in 1974.

He talked about regional self-sufficiency in the delivery of services. I don't think, by any stretch of the imagination, that the rather sad position the district working committees have seen themselves in with respect to this ministry on the one hand and the institution—the schedule and facilities—on the other, has very much to do with the kind of regional self-sufficiency and delivery of services that Williston was talking about.

In September 1977, Mr. Williston was interviewed by a certain female reporter—Barbara Yaffe—from the *Globe and Mail*, and he said as follows: "The Ontario government is still spending too much money building institutions for the handicapped and not enough on small group-homes and support services." He went on: "From a straight economic viewpoint it is not a wise thing they are doing. I would like to see a great more of the government spending devoted to aiding the parents to keep the children in their own homes which is where they essentially belong." Mr. Williston urged the Ministry of Community and Social Services to invest more money in community support services.

[5:30]

That was in September 1977—six years after he wrote the report and after four years of the most intensive efforts on the part of this ministry to achieve a normal-community-living program for the retarded. There is considerable evidence that the ministry has



thrown up its hands and is backing off the original commitment it made to achieve normal community living for the retarded. I refer you, Mr. Chairman, to some statements made in a *Globe and Mail* article, Thursday, March 10, 1977, by the same reporter, Barbara Yaffe.

**Hon. Mr. Norton:** She is making more news than anybody else these days.

**Mr. McClellan:** Yes, she is, and doing an excellent job of it.

**An hon. member:** No wonder the minister came down so hard on her.

**Mr. McClellan:** I can well understand this minister's hysterical reaction to articles in the *Globe and Mail* these days.

The article quotes Mr. Gordon, the assistant deputy minister. "Mr. Gordon acknowledged this week that a ministry goal—set in 1975—of transferring 50 per cent of retarded people out of the province's large institutions, by 1979 appears unrealistic." Mr. Gordon said later in the article: "No, we are not emptying the institutions. Perhaps the institutions may never be emptied."

It goes on to say: "Mr. Gordon said this week that the ministry is revising its goal of transferring half the residents of larger centres to the community in view of the realities that we are facing." He said the figure of 50 per cent was chosen because it was a nice round number. Mr. Gordon estimated that this year only about half the projected 500 people will be transferred from large institutions to community settings.

I gather that the achieved target was, in fact, something between 200 and 300 people; and the minister himself expressed his disappointment with the progress being made; as well he should. It's an enormously difficult task for an opposition critic to try to find out what exactly is happening in the developmental services program. If you were to devise a system in which accountability is completely defused and in which it is almost impossible to understand what the hell is going on, I don't think you could have done a better job than the model that you ultimately came up with.

It has an infinite series of ever-moving targets. I have been briefed a number of times and what you have—at the district working level—is a host of independent organizations, each with its own accountability mechanisms, each doing its own job, working with the local association for the mentally retarded which seem to be increasingly dispirited and demoralized.

You have as kind of king-makers in the equation the schedule facilities, the large institutions successfully preserving an in-

stitutional role for themselves at the expense of the community-living goals, and then you have the ministry itself sitting back like some disinterested spectator watching the whole process as it alternatively unfolds and explodes and implodes and plods along. That's how I see it happening and that's how numbers of people in the field see it happening. I am not making these comments on the basis of cogitations from my desk here at Queen's Park. They are on the basis of 12 months' work, consulting with people in all points in the system, including your own ministry.

You don't have to take my word for it. I have some material here that may be useful in trying to give a perception of what seems to be happening in the developmental services program. It's a report that was prepared for the Metro Children's Aid Society in February 1977. It's called "Developmentally Handicapped Children in Adolescence Currently in the Care of the Children's Aid Society of Metropolitan Toronto, and Related Issues." It was prepared by Lillian Keyes as a working paper for discussion purposes within the society. It's a pretty excellent report and it's also a pretty scathing indictment of the progress in the community-living program by your ministry.

By way of background, the society had done a previous report in 1974, which I'll just refer to briefly. The 1974 report, which looked at the same question—the number of mentally retarded children within the care of the Metro CAS and what was happening to them—concluded as follows: "Since the publication of the Williston report in 1969, we have been virtually inundated with concepts of community living for the retarded. We have yet to see any implementation of any of those resources that will make these concepts a reality." That was in 1974.

To be fair, the program had just begun and perhaps it wasn't entirely unnatural that there was a gap between the concept and the implementation. But in 1977, I think it's an entirely different matter. The number of kids in the care of Metro CAS is interesting in itself. In June 1970, retarded kids composed 18.7 per cent of the children in care of Metro CAS. By March 1974, the number had increased to 32.8 per cent, and in February 1977, it had increased to 41 per cent.

They go on to say in no uncertain terms why this is happening: "Approximately 50 per cent of the mentally retarded children in adolescence who are referred to this agency are not in need of protection as defined under the Child Welfare Act, but come into



care for a number of other reasons." I'll come back to that in a second.

They deal first with the inadequacies in the provision of residential care facilities in the community, and the report states as follows: "It is virtually impossible to secure admission to Huronia regional centre, which serves the Metropolitan Toronto area. This is the only non-costed facility available to parents of severely handicapped children who are over six years of age." What they're saying is that schedule one facility admissions are closed for Metropolitan Toronto, which is fine if the alternatives had been provided.

But they go on to say that they have not been provided. With respect to residential facilities under the Homes for Retarded Persons Act, they say as follows: "The Ministry of Community and Social Services funds 80 per cent of the per diem rate of residences operated under this Act when children are placed privately by their own parents. The remaining 20 per cent is the responsibility of the parent, approximately \$180 to \$200 a month. Children's Aid Societies are requested to pay the full per diem rate for placement. Few of this agency's client group can afford an expenditure of this much." What they are saying is that there is a serious financial barrier to parents wanting to admit children under the Homes for Retarded Persons Act.

Adult residences, of course, are paid for by the ministry, in effect at the rate of 100 per cent because the remaining 20 per cent is deducted from family benefits. So what you have is a financial discrimination, a financial disincentive, to the use of homes for retarded persons on the part of children, and it operates as an effective barrier to admission.

Secondly, they deal with the Children's Boarding Homes Act. The member for St. George has already talked about the grotesque inadequacy of that program, and they mention it too. "The nature of this relationship," that is to say the use of children's boarding homes," requires careful monitoring since no minimum program standards have been set by the province and it's the responsibility of purchasing agencies to ensure that the program needs of the children are met."

So, again, the lack of standards with respect to children's boarding homes makes that an undesirable option for parents seeking an alternate to institutional placement for their children.

They go on to deal with the funding barrier, and say the inequities in the funding that exists between children's and adults'

residences—again this is with respect to homes for retarded persons, residences which are operated under this Act—"effectively prevents the establishment of community-based residences for retarded children. The majority of parents cannot afford the 20 per cent, or \$180 to \$200 per month, that they are expected to contribute.

"The Harold Lawson Residence is predicting an operating deficit of \$48,000 for the current fiscal year"—that's 1976-77—"and the Salvation Army Broadview Place predicts a loss of \$15,000 to \$18,000.

"The province of Ontario," and I am quoting directly here, "is severely restricting the admission of children to provincial institutions and at the same time employing funding mechanisms that prevent both the establishment of community-based residences and the parents' abilities to place their retarded children privately."

That doesn't offer too much in the way of options, Mr. Chairman, since all options are closed. This is after six years of a rhetoric about normal community living for the retarded. Let me come back to the question of the 50 per cent of the mentally retarded children and adolescents who are referred to the Children's Aid Society and who are not in need of protection. They go on to deal with that at some length. I think it is a sufficiently serious matter that they are raising and I want to read it into the record, as follows:

"1. The present emphasis and philosophy regarding all developmentally handicapped persons emphasizes normalization and integration at a community base level. While admission to provincially operated non-pay facilities is severely restricted, community resources have not been developed in sufficient amounts to adequately support parents in their attempt to maintain their retarded child at home." Support services simply haven't been made available.

"2. The majority of parents, having exhausted all existing community resources, are left with no alternative except to request the help of the Children's Aid Society in the event that residential placement is necessary for their child. Various funding mechanisms established in residences operated under the Homes for Retarded Persons Act and the Children's Boarding Homes Act, effectively denies responsible parents the opportunity to determine the residence of choice for their child.

[5:45]

"3. No provincially-operated non-pay facility exists for the placement of the profoundly or severely retarded child with physical handi-

caps who is between the ages of three and six years. Children who are no longer eligible for a schedule two placement will not be admitted to Huronia Regional Centre until they are six years of age"—another no-option situation for people.

"4. There is a shortage of schedule two or infant nursing home spaces in the province of Ontario. The Hospital for Sick Children and other general hospitals throughout Metro Toronto request the help of this agency"—that's the CAS—"in securing nursing home spaces for retarded infants with severe physical disabilities. Hospital personnel state that the infant no longer requires active treatment but has long-term chronic care need.

"5. Hospitals don't follow a standardized procedure following the birth of a child with Down's syndrome. Paediatricians and obstetricians frequently advise parents to place this child with the Children's Aid Society, since 'he is profoundly retarded and should be institutionalized.' This advice is given to parents when they are most vulnerable and have not had the opportunity to form an attachment to their infant. There is little attempt made to help parents work through their grief, to begin to come to terms with the diagnosis, to inform them of the support services available or to encourage them to postpone making a decision that could have a life-long implication for the child. The Children's Aid Society is usually called the day the mother is being discharged or even after she has left the hospital."

**Hon. Mr. Norton:** Is this still the 1977 report?

**Mr. McClellan:** This is all from the February 1977 report.

"6. We are receiving an increasing number of requests to provide long-term, humane residential settings for children and adolescents who have not responded to intensive treatment in mental health facilities. Chronic long-term residential care is only available through residences operated under the Children's Boarding Homes Act. As stated previously, the cost of maintaining a child in these programs is prohibitive. These children are chronically mentally ill and functionally retarded. Their needs cannot be met within their own homes or the agency-operated regular specialized or group foster homes"—another no-option situation.

"7. Referrals of children who are both emotionally disturbed and mentally retarded are increasing. The treatment needs for this group have been historically neglected by both the ministries of Health and Community and Social Services. These young

people are considered to be too retarded to benefit from insight therapy in mental health centres and too disturbed to be cared for in residences for the mentally retarded."

It's not a very good picture that they paint. They deal with the conflict that I alluded to earlier between the minister and the working groups. I think it is useful to quote that, because there's a chronic problem in the relationship between the working groups and this ministry on the one hand and the schedule one facilities on the other hand. It's no good pretending that it isn't there. It is there:

"A significant problem confronting the working group is that of attempting to maintain some kind of balance between the urgency to meet the ministry's demand for a substantial reduction in the population of the institutions and the importance of expanding services to meet the existing community need."

That dilemma has not been resolved. It just gets worse and worse with the passing of time. Again, I am enormously concerned that as you move your attention away from developmental services into children's services, these problems are just going to fester and stew and become very ugly.

They go on—the list of the problems within Metropolitan Toronto is not yet exhausted. I say in parenthesis that if these are the kinds of problems that we're having in Metropolitan Toronto, which has such an abundance of resources in comparison to anywhere else in the province, I shudder to think what the situation is in other parts of the province.

They go on to say that the bind that CAS is in is that in the absence of facilities within Metropolitan Toronto, a majority of their retarded wards have to be placed in rural settings, so that the goal of restoring children to their own communities is just not happening at all. Even if we didn't have all of these other problems, the ones that they are able to place they're placing in rural settings.

They deal with the extraordinary difficulty of obtaining facilities for children and adolescents who are both emotionally disturbed and mentally retarded. They say, and I'm quoting, "the need to establish a treatment program in Toronto to meet the needs of this group is critical"—yet that's it. They say there is a need with respect to people with chronic care needs to develop (a) a number of small, humane living alternatives for this group of people and (b) a linkage process between youth and adult services. They go on to cite that Williston's concern with respect



to Crown guardianship and citizen advocacy hasn't been dealt with in the intervening years.

I'm conscious of the time but I'm reluctant to speed myself up because of the clock. I'll make allowances when we come to the votes for the amount of time that I'm taking on the lead-off. But I wanted to cover this material because I think it's pretty urgent.

They talk, on page 35 of the report, of the lack of support services. That's where I started when I was outlining what Williston said originally about the need for a totality of support services. It's worth reading what the CAS has to say on this issue:

"As mentioned previously in this report, priority has been given to providing funds for the repatriation of people who are presently living in large, government-oriented institutions. No one who is aware of the conditions in schedule one facilities would fault the province for its sense of urgency in returning people to smaller community-based residences. However, it is imperative that some priority be assigned to providing those types of respite care that will enable parents to continue maintaining their retarded children and youth at home. At the present time, no crisis relief is available in Toronto for adolescents over the age of 14 and only 14 spaces exist for infants and children."

I found that difficult to cope with: that after six years in the program the elemental ingredient of parent crisis relief hasn't been developed, hasn't been established, doesn't exist. Infant stimulation, home management and behaviour modification programs have received funding. These services, while extremely important, do not provide any direct relief to parents. We must actively advocate the development of a comprehensive support service system.

Finally, in this report they deal with the issue of prevention. They mention in the course of dealing with prevention the issue of day care in relation to infant stimulation and emotional and sensory deprivation. They say as follows: "In France, Belgium, the Netherlands and Israel, 90 per cent of all children ages three to six are enrolled in some form of optimal free pre-school education."

Statistics regarding day-care attendance in Canada aren't even available, but we know from the program and resource summary what this ministry is planning to do by way of day-care expansion in the coming year—it's 215 spaces.

Hon. Mr. Norton: That's in group day care.

Mr. McClellan: In group day care. That's what we're talking about here. This is a

miserable statistic, an absolutely appalling statistic.

That's not a very encouraging picture, I have to say with respect. I don't know why your ministry has so much trouble breaking out of an institutional mould. What has happened in the developmental resources program, I think, is that there has been an irreconcilable conflict between the stated objectives of implementing the Williston goal of normalization for the retarded and a covert objective which has been to preserve a role for the institutions, for the facilities. I think that conflict has pervaded everything that has been done over the last six years and has operated to thwart the achievement of the normalization goal.

I think you are in very bad shape in your developmental resources program. I dwelt so long on it because I think it's symptomatic of this ministry and I wanted to make the case as fully as possible with respect to this one piece of the program, but it's not restricted to this program. It also holds true with respect to services to the aged; I believe it holds true with respect to services to children.

When you talk about the expansion of services for kids over the last 10 years or so, what you're talking about is an expansion of curative services, largely group and residential services, and while they're not large institutional services, you have done almost nothing in terms of family support services over this period. You can point to your cumulative totals until we're all as blue as the cover on the blue book, but relative to a billion dollar budget the priorities are very clear. The priorities are custodial-institutional-curative. The priorities are not preventive or supportive of family integration or family stability as you have stated in your six goals.

I'll come back to developmental sources on the vote and I hope we will have time to look chapter and verse at some of the things that have been happening within developmental services over the last six years.

I'll conclude as follows: You spoke about your wonderful increases in income security. I spent a whole estimate lead-off talking about the policy vacuum that this ministry operates in with respect to income maintenance. Dr. Crittenden will remember that Elie Martel always used to say, "You run the welfare office like a pay wicket." And you still do. Relative to your overall budget, you provide a token attempt to restore people to the work place. It is a token attempt, and until you operate your income support programs within a manpower context, within the context of a provincial role in assisting special tar-



geted need groups to return to productive employment, you're not going to be doing anything other than running a pay wicket operation.

All you have to do is look at the Swadron report. It provides an excellent blueprint for a fundamental reform of your social allowances program. It suggests a provincial manpower role for the province within which this ministry's income support operations might make some sense. As things stand now, we have the same old hodgepodge of inequity in your income support programs as we always have. When we get to the vote on that, I will deal with your contention that—

**Mr. Chairman:** Pardon me, Mr. McClellan. Would you summarize or do you want to go on?

**Mr. McClellan:** I just want to finish this sentence, this subordinate clause—I will deal with your contention that benefit levels have improved since 1961, because they have not.

**Mr. Chairman:** It being 6 of the clock, I think we will adjourn, but first I think you

should know, the committee and the people from the ministry, that we will be sitting tomorrow again after 3 o'clock, or when the question period is over—routine business, the clerk informs me—and then again from 2 until 6 o'clock on Wednesday afternoon.

To bring you up to date on how I would like to proceed, when the minister finishes his remarks tomorrow—I imagine he has some after listening to the two critics—I would like to take the votes as they appear, such as 2801, item 1, and so on, and do it that way rather than as I sometimes have seen done when I have been in a committee where they have jumped all over the place. So, for the benefit of the members who might want to speak on a particular vote, or the ministry who might want to bring in staff at different times rather than tie up their key staff over here all afternoon waiting on a particular vote, if we know that, I think it would help us all.

The committee adjourned at 6 p.m.

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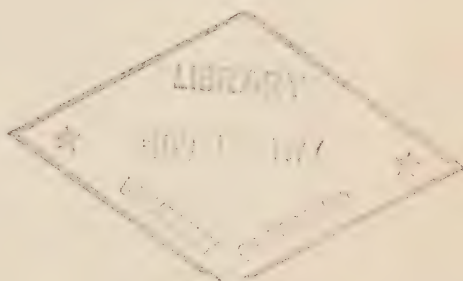
No. S-17

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

Tuesday, October 25, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

TUESDAY, OCTOBER 25, 1977

The committee met at 3.23 p.m.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL DEVELOPMENT (continued)

**Mr. Chairman:** I will call the meeting to order. We have a quorum. I understand that the minister made some opening remarks, the official opposition critic replied and also the third party critic. I believe the minister would now like to make some statements and answer some of the questions raised by the opposition.

**Hon. Mr. Norton:** Thank you very much, Mr. Chairman. I probably will not take time to address myself to all of the questions that were raised yesterday. I think I have a list of some 15 in total in the two opening statements.

**Mrs. Campbell:** I don't mind if you deal with some of mine now and some of mine in later votes, but I do want them answered.

**Hon. Mr. Norton:** That is what I would propose. I might touch upon some of them at this point and we can deal with others as the votes are dealt with.

One of the first matters that was raised by Mrs. Campbell in her opening remarks yesterday related to the discrepancy between the approximately \$100 million figure that was indicated in terms of transfers for the children's services when they were amalgamated in the ministry and the \$80 million figure which subsequently appeared in a reference to a statement to the Treasurer.

What, in fact, occurred there does not represent any curtailment of programs or any cutback in programs, but as you are aware from statements the Treasurer (Mr. McKeough) has made during the course of the summer, because of the shortfall in revenue, Treasury and Management Board reviewed the expenditures of the various ministries, all ministries in fact, and in areas where the expenditure trends indicated a likely surplus—I'll go briefly into the kinds of reasons for that—they then restrained certain programs. In fact, across the whole ministry in our case it was a total of \$20 million, which explains that \$20 million difference. That \$20 million does not apply entirely, or even substantially,

to children's services but to various programs across the whole ministry.

The kind of thing they looked at, for example, was in one instance where we had anticipated a new children's centre in Kingston would be on stream earlier in the year but it appeared obvious that we were not going to expend this year's budget in its entirety for that project because it was late getting on stream. I believe they found \$1 million out of the operating budget for that centre because of the delay in timing.

It was that type of thing they were looking for, as well as delays—not necessarily delays on our part—in picking up certain transfer funds in other programs which could not be expended by the end of the fiscal year. So that figure represents about 1.5 per cent of our total ministry budget. The figure varied from ministry to ministry but that happens to be the amount which our ministry was affected by. I want to assure you that it does not represent any curtailment of programs or any cutback programs.

I might just comment on one thing—I think it might have been a misunderstanding on the part of Mrs. Campbell—where she indicated that I had said some people in need will not receive service. I would just like to clarify that in context because, in fact, what I said, was that if we did not approach the planning of social services with a concern for the fiscal implications, we would be facing the fact that some people would not be served, given the fact that we have finite resources.

She also made reference to the increased institutionalization of the elderly. I'm sorry, I don't know what specifically she might be referring to there. In terms of institutional settings for the elderly, we have not been increasing the number of spaces. In fact, as one of the questions in the House indicated just this afternoon, effectively we have no capital for expansion of those kinds of facilities. Quite to the contrary, over the last few years the provision of residential accommodation for the elderly has grown tremendously in the area of senior citizens' apartments, for example, under the Ministry of Housing.

I'm not sure what the suggestion of increased institutionalization of the elderly was directed at. There has been a very significant

shift in the level of care required by the elderly residing in homes for the aged because of the increasing age of those persons admitted. They require, to a larger degree, extended care as opposed to regular care. That in itself does not represent any increased institutionalization, but it does mean that the characteristics of the client group have changed quite dramatically and will probably continue to change as more facilities for the elderly to reside in the community are provided and those who go into homes for the aged tend to become more senior in years and perhaps less healthy and in need of a higher degree of care.

[3:30]

Specific reference was made to the discrepancy between my statement in the House on July 6, indicating that 378 young people were employed in services to the elderly under the program I announced earlier and the figure now of 350. To the extent that I am responsible for that discrepancy I apologize. At that point the process we followed was this:

I wrote to the municipalities at the time of the announcement of the program indicating to them the numbers of positions in the initial allocation they could expect to hire. For example, with respect to Metropolitan Toronto I think the figure was 90, and there were a few in reserve. For example, Metro might hire the 90 and find that they could use more. We asked them for an early response to indicate their intention, and several indicated immediately their intention to take up on the proposal.

At the time that I made the statement in the House, given the numbers that had been approved by councils, and where we had had initial indications from directors of social services in municipalities of their intention to do that but not final approval from the councils, the figure was 378. In some cases, after we'd had it indicated to us by the directors or the administrators that they were interested in taking it up, municipal councils did not do so. That figure of 378 included some that were at that time before municipal councils and subsequently the councils did not approve it.

There is still continuing interest, and as I said yesterday in my opening remarks, I can assure you that it is my intention that the program continue. It was never my intention that it be for one year only, but because of the fact that I was in a position to budget for only one year, I did probably sound as if I were uncertain about the subsequent years, but I can assure you that in my budget plan-

ning for next year this program is included and it's my intention to see it continue.

**Mr. McClellan:** At decent salary levels for the employees?

**Hon. Mr. Norton:** I think it's interesting, if you note an article in the newspaper yesterday where two people were interviewed, I believe by one of the Toronto newspapers—

**Mrs. Campbell:** Accurately, I hope.

**Hon. Mr. Norton:** I hope so, too; I hope it's accurate, especially since it was supportive of the program. They indicated in both cases, I think, that they had moved from general welfare assistance to take up jobs under this program. They were speaking very positively of the program.

**Mr. McClellan:** The question was salaries.

**Hon. Mr. Norton:** I know that wasn't the question. The point is, that we have a limited amount of funds and we're trying to maximize the service that can be provided. One condition we did not place on the municipalities, we did not fix an hourly rate. We fixed a per diem.

**Mrs. Campbell:** Your per diem rate, and they could go beyond that if they wanted to.

**Hon. Mr. Norton:** They could either go beyond it, or the other alternative would be that they could employ the people for less than an eight-hour day and pay them at a higher hourly rate. Our guidelines did not restrict them in that respect. It would have been great if we could have afforded to pay them \$50 a day, but the fact is the money wasn't there.

It was not intended to provide professional service. It was intended to provide an opportunity for some employment for young people and needed non-professional services to many of the elderly and the disabled living in the community. I must say, as I said yesterday, I'm very pleased with the kind of feedback that I'm getting from it; and I was further encouraged by that newspaper report yesterday.

The question was also raised relating to the \$150 a month allowance for families with severely handicapped children, and I think there were two aspects to that question. One was, why is it not a flat rate of \$150 as opposed to a maximum of \$150? The second part was, why is it needs-tested? Why should it not recognize the service that these parents are providing to the total community?

First of all, I'll try to deal with the needs-testing aspect of it, because they're related. Maybe I should preface this by saying that in so far as there have been



complications in this program, in terms of the kinds of forms that were used, in terms of perhaps initially inadequate communication, I assume that responsibility and I don't want anyone to blame the staff of my ministry. This is something I had thought about earlier in the year and perhaps it was my early impatience in the ministry that did not allow the staff to do adequate fore-planning in advance. I made the decision that it was better to go ahead and to perhaps make some mistakes and learn from the experience than to sit back and wait for an extended planning period while people continued to face this kind of need.

I'm not sure whether I would approach it exactly the same way again or not, but on the whole I think it is successful. There's been a lot of discussion and considerable controversy about it, but the reason for the needs-tested approach was, again, a limited resource base. It was not designed to be a means of influencing or persuading parents not to seek other kinds of care necessarily, but was for those who had made the decision to maintain the child in the home and who were facing economic need as a consequence of that decision. I wanted to see that some assistance was made available to them on the basis of the degree of need they were faced with; and there is substantial variation from family to family.

So for that reason, in an effort to try to ensure that what funds we could allocate to this would serve those families with greatest need, the needs-testing approach was taken.

I think it's very unfair—I don't like to hear it referred to as a welfare program. I know, Mrs. Campbell, you're not the only person who's done that. I had a report from a person who had—

**Mr. McClellan:** It is a welfare program.

**Hon. Mr. Norton:** It is not a welfare program, unless you wish to construe any attempt to assist people who happen to be in need as being recipients of welfare. That is not the way I would construe it. If you wish to, you go right ahead.

**Mrs. Campbell:** Mr. Minister, in fairness to me, I referred to it as a charitable donation. I did not say it was a welfare payment.

**Hon. Mr. Norton:** I apologize if that is the case, but it was referred to by one of the speakers yesterday as a welfare program. I don't recall Mr. McClellan speaking about it, but it might have been him.

**Mr. McClellan:** I didn't use the phrase

yesterday, but I'm quite happy to use it today.

**Hon. Mr. Norton:** You can use it as often as you like, but I might suggest that given the stigma attached to that kind of language you're only—

**Mr. McClellan:** The stigma is applied by you.

**Hon. Mr. Norton:** The stigma is not applied by me. I have explained that the program was designed for a specific purpose. I think if you run around this province referring to it as a welfare program, you're doing nothing but trying to deter people in need from taking advantage of a program that was designed to help to meet those needs. You bear that responsibility. Don't make any of these nonsensical accusations to me.

The program, as I say, was designed so that it could be geared to the needs of the family and in this case it followed from that that there might be some variation up to a maximum of \$150.

**Mr. McClellan:** The maximum is grossly inadequate.

**Hon. Mr. Norton:** As I said earlier, and I'm prepared to enter into a lengthy discussion with you on that, if you wish.

**Mr. McClellan:** We will.

**Hon. Mr. Norton:** We may well have a chance to discuss it later, but I was not suggesting at any time that this maximum was going to necessarily meet all of the needs in every family. As I said, it was a recognition of the fact that there was a need and it was attempting to assist the family to meet those needs. It was not to assume the total responsibility, because we weren't in a position, economically, to do that, but to assist them.

If you're saying that in some families we should have gone further, I can't deny that. Certainly there are some cases where we probably should have gone further. But the fact of the matter is that to implement a program as quickly as possible in order to meet need, this was the approach that was taken. We're monitoring it very carefully and we're learning a great deal as it develops.

**Mr. McClellan:** It was recommended six years ago by Williston.

**Hon. Mr. Norton:** I think that regardless of what historic significance you can attach to it, I think your efforts right now to undermine it are going to be futile, because I think that it is serving a purpose. It is meeting a need in many families across the province, an



increasing number of families. Although, as I've said, in the early stages there were some problems, I think as it develops I would hope that your attitude toward it will develop as well.

**Mr. McClellan:** You improve it and I'll improve my attitude.

**Hon. Mr. Norton:** The next matter that was raised by Mrs. Campbell was the question of funding for rape crisis centres and information services. There were two or three matters in that sequence that you were referring to—

**Mrs. Campbell:** Rape crisis centres were not the only crisis centres I was talking about.

**Hon. Mr. Norton:** No, I realize that. You also made reference, I thought you said the battered women—

**Mrs. Campbell:** Battered wives.

**Hon. Mr. Norton:** Registry, did you say?

**Mrs. Campbell:** No.

**Hon. Mr. Norton:** I didn't know what you meant by registry but I thought you were probably referring to a crisis centre for—

**Mrs. Campbell:** I was.

**Hon. Mr. Norton:** Okay. In terms of increased funding for rape crisis centres, we have a number of applications for consideration.

**Mrs. Campbell:** I thought they'd all been turned down.

**Hon. Mr. Norton:** Not all of them, no. Some of them we haven't had a chance to consider fully at this point; one we just received this week.

The problem we're facing there, of course, is again the very basic question of the resources available to us at this time. There are a number of things I have discussed with some of the representatives I've met with from the various crisis centres. One is that from my point of view it may be desirable, if possible, to work together; rather than providing distinct and separate crisis service centres to provide a more comprehensive crisis service with the specialties for the specific instances available at a single centre.

What is happening, I fear, is that at a time when we do have very limited resources the demand for specialized crisis intervention is proliferating. Willingness to co-operate with others and to work together—for example, for a crisis centre to be operated out of a women's centre—may be an answer.

In my own riding I recently had a discussion with a group who were unwilling to do that, or even to consider it. In times when we aren't facing economic limitations we can perhaps enjoy that luxury of saying, "No, I

won't see if we can work out a sharing relationship with others". I'm not sure that we can afford that right now. I know I certainly don't have the money in my budget to pursue this, looking at the range of crisis centres that could be established and from which we have received requests; everything from rape crisis centres to suicide crisis centres to crisis intervention centres for battered wives.

If everyone insists on setting up a separate and distinct one with its own administration and its own staff, then I simply am not confident we can go in that direction; certainly not at this time.

The other thing I might add at this point is that we are also, particularly with regard to requests related to children's services, attempting to develop by the end of this year a very clear list of priorities. There's one that was raised yesterday, and it may well come up again during the vote, but there have been cases where I've recently had to say no at this time but indicate to them they will be considered, along with all of the other myriad of requests for special funding, for information services and so on, relating to children, as soon as we have established the priorities.

I think that we could very well be accused of being less than responsible, given the limitation on funds available, if we were to launch ahead without having had an opportunity to establish these priorities. In fairness to those groups which may be requesting funding, I think it's important that they know the context in which they are applying. They should know there is a system of priorities relating to children's services rather than taking them on an ad hoc basis. If they ask both critics, and anyone else on the committee, about the many matters I am sure you will raise during the course of these estimates, requesting in many cases support for new programs or increased support for existing programs, I hope you will recognize there is a finite source of funds. And if you're going to do that, you should recognize also that at the present time our ministry is funded to the extent of about 10 per cent of the provincial budget.

[3:45]

**Mrs. Campbell:** It's 9.1 per cent.

**Hon. Mr. Norton:** Precisely. We are about, roughly, 1.2 in our estimates, and province-wide it is about 13, I guess. But 9.1 is still a very substantial chunk of the budget. If you look at the social policy field, as a policy field, we are running about 65 per cent of the provincial budget.

**Mrs. Campbell:** You can eliminate your policy field as far as I am concerned.

**Hon. Mr. Norton:** I am not suggesting that money is going to the policy field.

**Mrs. Campbell:** No, but part of it is.

**Hon. Mr. Norton:** The money is going to the ministries that are part of that policy field.

**Mrs. Campbell:** Yes, I am aware of that.

**Hon. Mr. Norton:** If you are going to say, spend more money, whether it's for 300,000 spaces in day care or whether it is for another specific program, I would also invite and welcome your counsel on which programs or which ministries you would take that money from.

**Mrs. Campbell:** I would be delighted.

**Hon. Mr. Norton:** I think it is important that you add that end of the equation as well, so that your advice is complete and I can consider it in its entirety.

**Mrs. Campbell:** I already referred to part of where you could find it, and that is the waste in your own ministry.

**Hon. Mr. Norton:** If you wish to cite that waste particularly—

**Mrs. Campbell:** I did.

**Hon. Mr. Norton:** I'll respond to that next, if you like.

**Mrs. Campbell:** Good.

**Hon. Mr. Norton:** I presume you are referring to the Auditor's report.

**Mrs. Campbell:** I am indeed.

**Hon. Mr. Norton:** First of all, on that \$19-million figure you cited yesterday, I want to make it clear that that was not a figure which was accumulated during the fiscal year ending March 31, 1976.

**Mrs. Campbell:** I wasn't saying that.

**Hon. Mr. Norton:** No; as of that date that was the figure, but it was a figure that was accumulated over many years, over the history of the family benefits program. To put it in its proper context, I think it should be made clear that this accumulation of overpayments of \$19 million was based on a period of time when the total expenditure was well in excess of \$1.5 billion. In that context, we are talking about overpayments, from all regions, totalling about one per cent of the total expenditure.

**Mrs. Campbell:** One per cent too much when you are taking it from services to people.

**Hon. Mr. Norton:** All right I don't deny that any over-expenditure is too much, but the fact of the matter is I think it puts it in a

different context if you see it as a percentage of the total money which was involved in the cash flow during that period of time. I should also emphasize that many of these overpayments are currently still under the process of collection. Some of those, especially towards the latter part of that period, might well have been to recipients who are still on benefits.

The other thing I should emphasize is that the bulk of those overpayments, especially in the kind of situation which you referred to specifically yesterday, were one-month overpayments. In other words, the notification might have been received from a recipient after the cheque was either in the mail or far enough into the distribution process that it was not retrievable; although that's not so in all cases.

I also think it is important for you to bear in mind the number of changes per month that come into our ministry from recipients across the province, things like changes of address or changes in the status of a member of the family or something like that. I'm not sure what it is at the moment, but we are running about 28,000 per month. That means there are 28,000 opportunities for information to be a little slow in getting into the stream and therefore resulting in overpayment.

**Mrs. Campbell:** There are delays of up to 186 days.

**Hon. Mr. Norton:** If you have specific cases on that matter as well we would be glad to respond to them; if you would give us the particulars we can do that. If you are looking at 28,000 pieces of information, each one of which could presumably result in an overpayment, or many of which could, and if then you end up with a figure of one per cent of the fund flow in an overpayment, some of which has and is being recovered, then I think the picture is not quite as bleak as it is painted. That is not to say there is not room for improvement, nor that we have not been making efforts to improve in the area of administrative errors.

With regard to the administration errors stemming from our failure to implement termination notices, I think you should consider it as a portion of all the administration errors which, put together, equal less than 0.1 per cent of our total payments out of the ministry. As our examination or any examination will indicate, this error ratio is decreasing each year.

**Mrs. Campbell:** I hope so.

**Hon. Mr. Norton:** Even if you are not happy with the Auditor's report, then I think at least you have to agree that we are going in the right direction.



**Mrs. Campbell:** Were you happy with it?

**Hon. Mr. Norton:** One can never be happy with that kind of thing, but again I think you must look at it in context. If you find anyone or any business that is out one per cent or less in matters where there is so much information that affects it flowing back and forth—I am not saying it is not serious and that action shouldn't be taken—it is not quite as bad or as dramatic as it might otherwise appear if you simply look at the global figure.

In the area of children's services you made reference to your disappointment. My goodness, at the end of yesterday, with you so disappointed and Ross depressed, I wasn't sure whether I should come back today if I was having that effect on you in this ministry. But maybe I can cheer you up today.

Dealing with the reform of children's services, you expressed concern that we had not reformed the funding systems. Secondly, you mentioned that you were disappointed that we had not reformed the overall system.

First of all, the funding systems: Right from the beginning, we have had had a group working—and I can assure you working very conscientiously—on the development of standards relating to the level of care and units of service, which we anticipate will be completed by the end of this year or very early in the new year. It is based on those very things that we hope to reform the funding systems within the ministry.

If one looks at the complexity of what it is we have undertaken and the mammoth size of what it is we have undertaken—

**Mrs. Campbell:** You took over a mess.

**Hon. Mr. Norton:** And we could have made it a lot worse if we had gone in like a herd of elephants, without careful thought and careful planning.

I might also add that in spite of the fact that I am talking in terms of the end of the year or the beginning of next year, if you look back to my early statements we are on schedule.

**Mrs. Campbell:** It was your early statements that depressed me.

**Hon. Mr. Norton:** But I am not sure how realistic your expectations were in the beginning, given the mammoth size of this undertaking. If one is going to change a funding system, surely you have to have some fundamentally sound base upon which to do it or else you simply substitute another system which may be no better, and that is what we have been working on.

We are also engaged in negotiations with some of the children's mental health centres,

and in particular with Browndale at this point, to change the funding system there. I don't know what the outcome of those will be at this point, but they have begun.

**Mrs. Campbell:** In view of the fact that since 1974 you have not been able to give us any idea what the present system is, how do you propose to improve it?

**Hon. Mr. Norton:** As I say, we are working on standards or levels of care and units of service—I think you understand what I mean there and I doubt that you would disagree that that would not be a good basis on which to establish per diems which clearly indicate where the money is going, what it is being allocated to and what portion of it is in direct service to children.

With regard to reform of the overall system, again we have been working on the reform of the overall system, and we expect that by the end of this fiscal year we'll be in a position to implement the plans that we have there. As I've said throughout, we intend to engage—not only the members of the Legislature but the public in some discussion of these things, although I think we have in our ministry some of the best people in the country engaged in this.

**Mrs. Campbell:** Are they the people who created the mess in the first place?

**Hon. Mr. Norton:** I'm not sure who created what mess. I'm not sure what you're referring to there. They were in many cases part of the system before the amalgamation of services, but if you're suggesting that anyone who happened to work in the previous system is, ergo, incompetent, you're wrong. I think you should come and meet some of them because there are some very fine and very competent and dedicated people there.

**Mrs. Campbell:** We have tried desperately to obtain information from some of them that hasn't been forthcoming, and you know it.

**Hon. Mr. Norton:** I can't recall your ever having asked me.

**Mrs. Campbell:** I didn't ask you. We've asked the House since 1974.

**Hon. Mr. Norton:** You didn't ask me in the House in 1974.

**Mrs. Campbell:** No, of course not.

**Hon. Mr. Norton:** I think you're referring to specific information—

**Mrs. Campbell:** That's right.

**Hon. Mr. Norton:** —and I will give it to you. As soon as I have an opinion I will be—



**Mrs. Campbell:** Are you telling me that you still have not an opinion on that matter?

**Hon. Mr. Norton:** That's correct. I can assure you that I hope to have an opinion, if not this week, certainly during the course of the estimates.

**Mrs. Campbell:** May I ask one question? Do you now have all of the answers to those questions?

**Hon. Mr. Norton:** I have answers to the questions on which we have information available to us to answer, and that's not all of them. Regardless of what happens, I may not have the information, partly because some of the information is in other hands.

**Mrs. Campbell:** I'm aware of that, but surely the people who have been dealing with it through the years must have the answers? You can't really say that because the files are not with you they can't give those answers.

**Hon. Mr. Norton:** Well, I think it's true.

**Mrs. Campbell:** You've been stonewalling all these years.

**Hon. Mr. Norton:** Come on now, Mrs. Campbell, you must be fair now. You must realize that if you had been away from files, for example, for a matter of years, or even months, would you be quite willing to launch off—or maybe you would, but I don't think so. I think you're more careful than that. I knew you in your former life as a judge and I don't think you would either encourage or accept that kind of thing as very reliable, and I think that you can't blame people who may feel that way about information.

**Mrs. Campbell:** Are you suggesting, then, that when we asked the questions nothing was done about trying to get the answers—

**Hon. Mr. Norton:** No.

**Mrs. Campbell:** — and that therefore they wouldn't have the information?

**Hon. Mr. Norton:** You're asking something, Mrs. Campbell that predates this even—

**Mrs. Campbell:** I know.

**Hon. Mr. Norton:** —being in my ministry.

**Mrs. Campbell:** I'm aware of that. Some of it does.

**Hon. Mr. Norton:** Okay, may I just briefly comment on your question relating to Delisle House? My associate deputy has met with the director and they've had discussions relating to how they might work out some of the problems that you indicated yesterday. We are presently awaiting some further information from the director, according to informa-

tion I received yesterday, so that's an ongoing discussion. I might point out that our figures indicate that the per diem rate at Delisle is not \$22.50 but rather \$34.35.

**Mrs. Campbell:** Then it has gone up since I was discussing it with them. I appreciate that information.

**Hon. Mr. Norton:** With reference to children's boarding homes, you made specific reference to the question of sloppy inspection and particularly the change—

**Mrs. Campbell:** I don't think I used those terms, but I accept your description.

**Hon. Mr. Norton:** That's not usually part of my vocabulary. I thought I was taking verbatim notes here.

**Mrs. Campbell:** I may have said that.

**Hon. Mr. Norton:** First of all, we have made some changes since the time of that unfortunate incident in Waterloo in terms of requirements for regular inspections—fire inspections and safety inspections—not only that they be a prerequisite for the issuance of a licence to a licensed home but also that they be a prerequisite for a renewal of a licence.

Although we recognize that we could use more inspectors, we are also looking at an alternative approach, which it may be rather early to announce because I really haven't had a chance to consider it in its detail. But I know it's one of the proposals that will be made to me, involving other people in the field as well in a type of peer group assessment and evaluation of homes.

Please don't hold me to that. All I'm indicating is that's the kind of thing we're prepared to look at to ensure a higher degree and greater regularity of inspection.

**Mrs. Campbell:** How many inspectors do we now have for the province?

**Hon. Mr. Norton:** I'm sorry, I honestly don't have that information, but I will get it for you.

**Mr. McClellan:** Isn't there anybody here who would have that information?

**Hon. Mr. Norton:** I don't know.

**Mrs. Campbell:** Probably.

**Mr. McClellan:** What do you mean you don't know. You're supposed to have that.

**Hon. Mr. Norton:** Don't be so cheeky. I said I didn't know and I'll see if I can get it for you. Good grief.

**Mr. McClellan:** Good grief yourself.

**Hon. Mr. Norton:** Do you know it, Mr. Hunter?

**Mr. Hunter:** I don't have it on hand. I think I could check it out. As far as we are concerned, we can get it for them.

**Hon. Mr. Norton:** We'll have it for you tomorrow for sure. I simply don't have that information at hand.

**Mrs. Campbell:** Wasn't that four in the interministerial report?

**Hon. Mr. Norton:** I think that's correct.

**Mrs. Campbell:** So we're not speaking in global figures. You might miss somebody out of a thousand, but whether it's four or five or six I would think somebody ought to know.  
[4:00]

**Hon. Mr. Norton:** We will certainly have it for you by tomorrow. I might point out that there are very few people here from children's services this afternoon because we're on the first vote, or we expected to be on the first vote.

The other thing is your ongoing concern about the homes with fewer than four children.

**Mrs. Campbell:** Yes.

**Hon. Mr. Norton:** That is a matter that we're addressing in the law reform package which is to be brought forward shortly. Hopefully, we will be able to address your concerns specifically there. We're looking at the possibility of both lowering the number and also adding the licensing and control of persons who are dealing with the children but not necessarily providing them with the accommodation, in other words, operating with perhaps one child in a home here and there. It's that kind of thing—to catch them sort of both ways—that we're trying to develop.

You suggested we were caught unprepared by the Holland decision.

**Mrs. Campbell:** Was I in error?

**Hon. Mr. Norton:** I just wanted to point out that we had announced our 50 per cent cost-sharing proposal before the decision came down, and I wasn't aware in advance of what the decision was. I don't have that kind of access to judges' minds. Although we may have acted in anticipation of the decision, I don't think we were caught totally unprepared. I would also point out that the arrangement we have at the present time seems to be working reasonably well, with the exception of the problem you've cited—that is, that there are some judges who are attempting to distinguish the decision and to find ways of getting around it, which is precisely the reason why we have some concern about a final determination on that case in terms of what the judge's role is.

I don't think we are prepared to assume at this point that the judge should not have any role in the placement of children. We do have to get some clarification of what that

decision meant or whether it will stand. In the meantime we will continue with the present arrangement. A great deal has been accomplished by persuasion in the last few months in terms of avoiding those kinds of extremely unusual decisions in terms of placement.

**Mr. McClellan:** How do they know what the present arrangement is?

**Mrs. Campbell:** I was about to ask a series of questions following this.

**Mr. McClellan:** I thought you might.

**Mrs. Campbell:** I was interrupting on a couple because I was afraid I wouldn't catch them on my further questioning.

**Hon. Mr. Norton:** Do you want me to respond now or wait until those questions?

**Mr. McClellan:** I just didn't want that to pass. Go ahead. Carry on.

**Hon. Mr. Norton:** Do you want me to wait for her questions?

**Mrs. Campbell:** No, you can answer it now.

**Mr. McClellan:** I wanted to make sure that Margaret would pick up on it and, if she wasn't going to, I wanted to.

**Mrs. Campbell:** Oh, indeed, Margaret would.

**Mr. McClellan:** Right.

**Hon. Mr. Norton:** You asked me about the steps taken during the Catholic Children's Aid Society strike and I want to assure you, in spite of some of the press reports you might have read at the time, that we in the ministry were very concerned about what was happening during that period of time.

We were very reluctant even to be seen to intervene in the labour dispute aspect of the problem. For that reason, although I did meet on two or three occasions with representatives of the striking workers, I simply found it impossible to respond to their specific demands which included, as you may recall, disbanding the society, replacing the board and that type of thing.

We did have senior staff people assigned to the society during that period of time to monitor cases—not only the cases that the workers brought to our attention but also other cases that had been on their case loads—to ensure that a reasonable level of service was being maintained. Recognizing that with that number of workers out, even with those who were there replacing them, some of the programs suffered, especially some of the group counselling programs and so on, in terms of the direct service to the children we were satisfied that there was no immediate threat to the welfare of the children. And that was not just a guesstimate.



We did have staff assigned to the society during that period, including the deputy or director of the branch.

**Mrs. Campbell:** Could I take this up? I did ask you a direct question: Is it true that you told the FOCAS union that you had no means to determine whether services were normal or not? I think you haven't answered that.

**Hon. Mr. Norton:** I have no recollection of ever making a statement like that. I don't even recall seeing it in the newspaper as quoting them, although it might have. In fact, I don't know why I would have said that kind of thing, since we were prepared to and did assign staff to work with the society and in some cases, in fact, right in their offices on a monitoring basis—not replacing striking staff. I want to make that very clear.

**Mrs. Campbell:** Thank you.

**Mr. McClellan:** It's a good thing we didn't know that.

**Hon. Mr. Norton:** You also asked what arrangements I might have made with the Minister of Correctional Services (Mr. Drea) regarding his recent statements. I really haven't had an opportunity to see the Minister of Correctional Services since he made that statement.

**Mrs. Campbell:** I know. He fled to hide in Quebec City.

**Hon. Mr. Norton:** If I might, I will defer on that; if he returns during the course of the estimates, I will have a chat with him.

You also raised the question—I think your wording here was, "What have you done about the chaos in the care for the elderly?"

**Mrs. Campbell:** As spelled out in the inter-ministerial report.

**Hon. Mr. Norton:** We have been discussing this very problem at the policy field level with the other ministries involved in care for the elderly and I think we have made substantial progress. Precisely where it will lead, I don't know; but my guess at this point is that we will probably end up moving in a similar direction to the direction we have gone with children's services in terms of co-ordination and developing a better system of assessment of the needs of the elderly before a placement is made. I am really not in a position to discuss that in any greater detail at this point, but I can assure you it is probably one of the matters of primary importance on the plate of the policy field at this point.

**Mr. McClellan:** May I ask, are you planning to produce a green paper on services for the aged?

**Hon. Mr. Norton:** A green paper?

**Mrs. Campbell:** Any kind of a paper—

**Hon. Mr. Norton:** Are you fussy about the colour?

**Mrs. Campbell:** Green, blue, red—anything.

**Mr. McClellan:** A policy paper for discussion purposes.

**Hon. Mr. Norton:** In our ministry?

**Mr. McClellan:** Yes.

**Hon. Mr. Norton:** We don't have one in preparation, not in our ministry specifically.

**Mr. McClellan:** Mrs. Birch promised one in the Social Development estimates, that's the only reason I asked. I assumed it was under way.

**Hon. Mr. Norton:** From our ministry or for the policy field?

**Mr. McClellan:** From the policy field.

**Hon. Mr. Norton:** You may well see one emanating there.

**Mrs. Campbell:** Do you ever talk to the policy field about policy?

**Hon. Mr. Norton:** All the time, Margaret, all the time.

**Mrs. Campbell:** It's not my impression and I'm sorry if I seem ignorant.

**Hon. Mr. Norton:** I just wish you could sit in on our meetings once in a while.

**Mrs. Campbell:** I'd love to. May I? Is that an invitation?

**Hon. Mr. Norton:** Any time you want to cross the House you are welcome. I'll greet you with open arms.

**Mrs. Campbell:** I won't ask if that is an invitation.

**Hon. Mr. Norton:** If I might just for a few moments address some of the issues that were raised by Mr. McClellan, perhaps I'll avoid some of the opening rhetoric, although I was concerned about the impression that you had that we were still sort of hell-bent on institutionalizing people.

**Mrs. Campbell:** Aren't you?

**Hon. Mr. Norton:** No, I'd think the facts bear that out. In fact, if you look at the series of things that you mentioned during the course of your remarks, unless I wasn't listening as coherently as I should have, you were being a little contradictory. I realize at one point you were quoting the Children's Aid Society report, but you were talking about the fact that we were bent on institutionalizing people, particularly since most of your remarks related to the mentally retarded, and at the same time you were raising a very real concern because people were hav-



ing difficulty in placing young children in Huronia.

**Mr. McClellan:** Don't you distort what I said.

**Hon. Mr. Norton:** I'm sorry, but you read that into the record.

**Mr. McClellan:** I said that by way of pointing out that all options had been closed, and I made that very clear on at least three occasions.

**Hon. Mr. Norton:** I don't think it's fair to say that all options have been closed. It is fair—

**Mr. McClellan:** That's the point that I was making.

**Hon. Mr. Norton:** Since you were speaking of Metropolitan Toronto principally, it is fair to say that we have not achieved the level of community placement that we would like to see in Toronto. I think there are a variety of reasons for that, according to a recent article in the newspaper quoting—I hope again accurately—a spokesperson for the Metropolitan Toronto association, indicating that to some extent it had to assume some of the responsibility as well, because of the divisions of opinion that it had and the opposition that existed as well. This is aside from the association's role in the communities with respect to the establishment of group home facilities and so on.

If you look at our expenditure in the development services division of the ministry over the last few years it's been overwhelmingly directed towards the development of community-based services for the mentally retarded. You read a quote from Mr. Williston where he suggested we are spending too much money on building institutions and not enough on community support services. I have no idea what he is talking about, because recently we have been spending no money on building institutions and we have been spending tremendous sums of money on community support services, and as we get into the votes perhaps we can discuss some of those in greater detail.

**Mr. McClellan:** We will, in minute detail. I want to spend a lot of my share of the time dealing with precisely that issue and we will in the vote.

**Hon. Mr. Norton:** All right, but if you can tell me where we have built any institutions in the last year that I don't know about I'd be glad to hear about it. I just don't understand what he was referring to there.

[4:15]

**Mrs. Campbell:** The 150 beds.

**Hon. Mr. Norton:** Yes, 150 beds. Let me talk about that for a moment.

**Mrs. Campbell:** Is that an institution?

**Mr. McClellan:** No that's a community program.

**Hon. Mr. Norton:** I made it very clear in the House that there is no decision on that yet. In fact, I have not yet received the report from the task force that held the public hearings this summer. But I don't think it is entirely realistic to assume—if you look at the whole range of the retarded and their needs—that everyone, including the most profoundly retarded individuals, can be effectively cared for in a group home setting. I'm not sure that's the case. I'm prepared to accept advice from all centres on that.

I think we have to recognize that we're talking about people with varying degrees of ability to function in a normal setting. What we're faced with at the moment is something like 1,300 residents at Huronia who are from the Metropolitan Toronto area. Many of them are very profoundly and, in many cases, multiple handicapped individuals of all ages. To suggest that some of these people could be adequately cared for in a group home setting, may not be realistic at all.

As to the 150-bed facility, there's no magic in 150 as a figure. I don't know where it came from; maybe it related to the amount of money available. There may have been some very sincere and detailed, committed planning going into it. But I don't know; I wasn't around at that point.

**Mrs. Campbell:** I thought it was because the government owned the land.

**Hon. Mr. Norton:** That doesn't necessarily relate to the number of beds.

**Mrs. Campbell:** It would maximize the use.

**Hon. Mr. Norton:** I want to point out, too, that there are a variety of ways in which one can provide—and I have seen this in other jurisdictions—for 150 people in a variety of ways; and it need not be an institutional setting. For example, you might have 10 cottages, or 15 cottages and 10 people. I don't think that one should immediately jump to the conclusion that we're building a mini Huronia—if that decision is made at all.

But the thing that we have to bear in mind is that there is in this community no facility at the present time to provide a core residence for the very severely and pro-

foundly retarded. Somehow, Metropolitan Toronto has to be prepared to meet the needs of those people as well as the more moderately retarded who might well be able to function in a community setting, living in a group home.

**Mrs. Campbell:** How would they pay? We've always taken our responsibilities in Toronto. I'm not sure that's the case—

**Hon. Mr. Norton:** I'm sure, Margaret, if you look at the facts in this community right now—there are no facilities, other than Huronia, for those persons.

**Mrs. Campbell:** But there is room for group homes even in the zoning by-laws, which is not the case elsewhere.

**Hon. Mr. Norton:** And there has also been money available for those group homes. So it's not that particular aspect that is most critically important, I think, at this point. Obviously, we need more group home facilities in Metropolitan Toronto. But we also cannot ignore the needs of the very severely and profoundly retarded. So whatever the advice I get from the task force and other sources, when I make that decision I think I have to bear in mind the whole range of needs of the mentally retarded in the province and not just a group of highly-functioning mentally retarded.

**Mr. Grande:** It sounds as if you are already predisposed.

**Hon. Mr. Norton:** No, I'm simply pointing out that in the considerations I have to make it covers a broader range of responsibility for persons than was perhaps implied in the suggestion that it should all take place within one type of setting, namely a group home setting.

I am prepared to consider the group home setting for the very profoundly retarded, if someone can demonstrate to me that their needs will be met there. I am speaking now of persons who, for example, might be 32 years of age with a mental age of six months who function at the level of six months, can do nothing for themselves and require a high degree of nursing care daily. I am not speaking of the person who can go out to work in a sheltered workshop or can go out into the community and use the public transit system to function as a member of the community and relate to the others in that setting. I am speaking of a very profoundly retarded group of people, whom we also have a responsibility for and whom I can't ignore.

We are certainly not backing off on the normalization principle. I think we recognize and acknowledge—my staff have, I understand, before I ever came around—that there

are problems in achieving it, many of which you know. I think we have been making very substantial progress in that direction. As I say, we can talk about the dollars and cents aspect of it in more detail; in terms of just where the money has been spent as we get into the votes.

I won't dwell on this right now, although the 1977 report done for the Metro Children's Aid Society that the member for Bellwoods (Mr. McClellan) made reference to was something that we are well aware of. We have a staff person who has been in communication with the author of that report and their communication is continuing. I want to point out, though, that I hope we don't get to the point where, in talking about the importance, and recognizing the importance of normalization and the maintenance of individuals in the community wherever possible, that we preclude either those individuals remaining in their home with their own families or within a private-family setting in the community.

I know the kinds of problems that the Metro CAS has at the moment, but I know there are other communities in this province which have quite successfully established small group homes under the Children's Aid Society for the care of the mentally retarded who are in their care. It has worked very well. I don't think that's the message that was being communicated, that the Children's Aid Society is suggesting that it shouldn't have a role there in caring for those children just as much as for any of the others. I think they have a legitimate role to play.

**Mr. McClellan:** Surely, though, you are not saying that it should be necessary in any circumstances for a parent to give a child up to the Children's Aid Society in order to secure adequate care because of gaps in service or because of financial barriers.

**Hon. Mr. Norton:** No, I am not. I think that where there are financial barriers—and the one in particular that you cited here yesterday—

**Mr. McClellan:** That's the issue.

**Hon. Mr. Norton:** —is crucial—I can indicate to you that that is another matter which is part of our law reform package, which now constitutes somewhere between 60 and 100 proposed amendments.

**Mr. McClellan:** That was the point of the paper that I read yesterday, that 50 per cent—

**Hon. Mr. Norton:** I haven't seen it yet. I hope to see it within the next month or so and you will certainly see it in an ample period of time before it ever takes the form of legislation when it comes before the House in the spring.



**Mr. McClellan:** That was the point of the paper, that 50 per cent of the retarded kids in care were not in need of protection, but that was the only route to gain access to service. If you are saying that is going on in other parts of the province—

**Hon. Mr. Norton:** No. I don't know what the percentages are. I can tell you that I know from my own experience in being engaged in the practice of family law that there also are many cases where children end up in the care of the Children's Aid Society, not specifically as an avenue for receiving service. There are many other emotional complications that families have to face. It may well be for the kind of thing that was mentioned in that report as well, as you read it yesterday, the kind of counselling that is available to a family when a Down's syndrome child is born into the family. Maybe that is an area where more has to be done as well. I think it clearly is, because the kinds of cases I have had most direct involvement with—I was going to say in my previous life—but—

**Mrs. Campbell:** Incarnation.

**Hon. Mr. Norton:** Yes—that was a more critical problem than the availability of services. It can be a tremendously difficult thing for families. But that, obviously, again involves some responsibility on our part to try to co-ordinate actions on the part of other ministries as well. Or at least in co-operation with other ministries.

**Mr. McClellan:** May I ask you a question about that paper? Was it ever fed into the district working group?

**Hon. Mr. Norton:** You mean the one for the Children's Aid Society?

**Mr. McClellan:** Yes.

**Hon. Mr. Norton:** I really don't know. I know that it's children's services who are working on it at the moment—

**Mr. McClellan:** And they are not here today?

**Mr. Gordon:** We have not seen any.

**Hon. Mr. Norton:** No, children's services have been communicating with the Children's Aid Society about it. I am not aware of whether it has gone to the district, but we will find out for you.

The other thing that was mentioned—and I realize that with your explanation today you were simply using those as illustrations in ways that avenues of services or options have been closed off—but talking about the availability of nursing facilities for the retarded, I do not think there is an answer if we really believe in what we are talking about in terms

of community living. I think that is, potentially at least, as institutionalizing as Huronia and other large facilities. I realize now that you were not suggesting these should be maintained as viable options.

**Mr. McClellan:** Just so you do not have any doubt at all, I think that schedule one facilities, the old hospital schools for the retarded, are unfit for human habitation.

**Hon. Mr. Norton:** Have you been to Huronia recently?

**Mr. McClellan:** Yes. Not recently, but I have been there.

**Hon. Mr. Norton:** You should go. I am not advocating that it be perpetuated forever but I think you will find that it is a substantially changed place. I must say that my visit there was an eye-opener in the sense that the degree of programming that was taking place for the children, the physical change in the setting in terms of the improvements to the physical environment.

Please do not assume that Huronia is the way it was 10 years ago or even more recently than that—whenever it was that you were there. I think it is a credit to the staff of Huronia the way they have pulled together and changed that place so substantially in a relatively short period of time.

I think that that touches on most of the things that were raised. There are some that I realize I have not covered that perhaps can be more easily raised during the votes. Unless you have further comments at this point, I will turn it back to you, Mr. Chairman.

**Mrs. Campbell:** I wonder, Mr. Chairman, if I might pursue some of the answers given, because they do come in the first vote in any event. Some can come later.

**Mr. Chairman:** Would it be satisfactory then to move into the first vote? Mrs. Campbell, would that be satisfactory?

**Mrs. Campbell:** Surely.

**Mr. Chairman:** Having responded to the two critics then, Mr. Minister, perhaps we could move to the first vote—2801. I notice 10 items plus a supplementary. Would the committee wish to deal with them item by item or should we group them under the 2801? Has anyone got a preference?

**Mrs. Campbell:** I think if we deal with them as a group it is easier to get into some of the areas in this particular ministry.

**Mr. Chairman:** I agree, because they cross.

**Mrs. Campbell:** Do you agree, Ross?

**Mr. McClellan:** Sure. I'd suggest that we deal with vote 1 items as a group, but when



we get to the other votes that we deal with them separately.

**Mrs. Campbell:** Oh, yes.

**Mr. Chairman:** Okay, we will start in at 2801 then in total..

On vote 2801, ministry administration program:

**Mrs. Campbell:** Yes. I am sorry; I don't want to labour it but I think the minister has not given a very satisfactory answer to this discrepancy to which I referred. The minister has suggested that he can account for a \$20 million difference. However, the actual figures are over \$24 million. I wonder, therefore, if the minister is prepared to give to this committee the list of items which went to create the savings, recognizing that the minister has said that there is no cutback in service.

[4:30]

He did give us the one instance of the children's centre where all the funds could not be foreseen to be required in this fiscal year. That created an obvious saving for this budget. But I have great concerns as to the other areas.

For instance, are we going to meet the prognostication of the minister at the time of announcing the \$150 payment? Is this a place where a saving will occur because you won't have expended the money contemplated at the time you initiated your program?

**Hon. Mr. Norton:** I'm sorry, which was—?

**Mrs. Campbell:** The \$150 program for assistance to parents. In view of the fact that when you started the program you did not make any reference to need and in view of the fact that as I understand it, and perhaps you would tell us whether or not you have clarified that situation in so far as those who are indeed in the poorest segment of our society, because I feel very strongly that we haven't clarified that. Is that a place where some money was saved on the \$24 million?

**Hon. Mr. Norton:** No. I'll answer that specific question first. First of all, we have regulations that have not yet passed through cabinet—that are on their way. They have gone through the first couple of stages, which will rectify that. Those allowances will be paid retroactively to the date of application in those cases where the delay was caused by the complication of the existing regulation.

**Mrs. Campbell:** Does that mean then that, for instance, you have solved the problem for those in public housing? It won't be ref-

erable to an increase in income as far as their rents are concerned? Is that resolved?

**Hon. Mr. Norton:** I'm not sure that that has. That's something we must check with the Minister of Housing (Mr. Rhodes). We face the complication with respect to our own family benefits allowances—

**Mrs. Campbell:** Yes, I know that. That was my next question.

**Hon. Mr. Norton:** Yes, we have taken steps to rectify that although it hasn't been finalized yet, and that will be retroactive. But no, I don't know that we have checked with Ontario Housing on that. That may be something that we should do immediately because—

**Mrs. Campbell:** I would think it would affect those who are in a position, under your definition, of being in need. But you tell me categorically that none of the money that was set aside for that program has gone to reduce your expenditures within the \$24 million.

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** What about the program to assist the elderly? Are you saying that that may not be expended in total by the end of the fiscal year?

**Hon. Mr. Norton:** Given the fact that we had provided for 700 jobs and there are at present 350 people employed, it's obvious that we won't. But I can assure you that money is available if people pick it up between now and the end of the fiscal year. In any event it would go a very short distance toward that \$24 million, in total.

**Mrs. Campbell:** Exactly.

**Hon. Mr. Norton:** I'm prepared to give you the list now.

**Mrs. Campbell:** I can't believe I'm getting it so fast. Yes. What was the new children's centre in Kingston?

**Hon. Mr. Norton:** It was \$1 million. I'll start, if you like, at the top of my list, and then I don't get confused. In the provincial allowances and benefits, because of lower case loads and case costs than we had originally projected and estimated, the amount constrained there was \$6,600,000. In the area of the mental retardation programs—and again I want to emphasize that these are larger because of matters that weren't under our control directly—because of the rate at which the places and support services in the community were getting into place and, therefore, later getting on stream than we had originally provided for, \$5.5 million was constrained.

I want to emphasize that in each case the amounts constrained, given the cash flow and the commitments, were anticipated surpluses because of the rate at which the programs were being picked up and the facilities in place.

**Mrs. Campbell:** Excuse me on that point. Is that not the one that we had a discussion about with the former minister?

**Hon. Mr. Norton:** Which one are you referring to?

**Mrs. Campbell:** The mental retardation program.

**Hon. Mr. Norton:** I'm not sure which discussion that was.

**Mrs. Campbell:** With reference to the federal funding. That isn't the program?

**Hon. Mr. Norton:** Are you speaking of what is referred to as the Peterborough commitment? I'm not sure of what you are talking about.

**Mrs. Campbell:** I will check it out and refer back to it when we come to the vote.

**Hon. Mr. Norton:** Okay. Under day nurseries, because the municipalities were not spending in line with their projected 36 per cent increase in budgets for this year, there was a projected surplus there of \$2.6 million. Then there's Beach Grove, the children's mental health centre in Kingston that I referred to.

In homemakers and nurses services, again because municipalities had not taken up the 50 per cent increase in appropriation in its entirety, there was a \$1 million constraint.

**Mrs. Campbell:** You don't call that a cutback in services?

**Hon. Mr. Norton:** No, it was certainly not a cutback or curtailment in service. I presume we would still have room for expansion within our budget if they were to increase their commitments.

**Mr. McClellan:** If they are willing to increase the property tax he is willing to increase the provincial share.

**Mrs. Campbell:** We're aware of that.

**Mr. McClellan:** That's how you kill preventive social services in Ontario. That's the mechanism.

**Mrs. Campbell:** That's right.

**Hon. Mr. Norton:** In child welfare services, largely as a result of overestimation, the cost of special grants to municipalities to cover the cost of Juvenile Delinquency Act placements—in other words, the cost-sharing pursuant to the Holland decision; I should say, precedent to the Holland decision since we beat them to it—that's \$2 million.

**Mrs. Campbell:** That's saved.

**Hon. Mr. Norton:** I'm not sure of the import of what you said.

**Mr. Acting Chairman:** I would like to make a point here. I think Margaret has strayed from vote 2801, which is ministry administration.

**Mrs. Campbell:** No, I'm sorry, I have not. With respect, I am talking about the discrepancy between TEIGA's report on this ministry and this ministry's report. I asked yesterday where we saved \$24 million. I got the answer. Where else would that come except in this vote?

**Mr. Acting Chairman:** In the first place there's only \$14 million in vote 2801.

**Mrs. Campbell:** But the decisions are within the main office.

**Mr. Acting Chairman:** Just bear with the chairman a minute. There are three votes, and the program description under vote 2802 seems to cover the responses of the minister to your question.

**Mr. Cooke:** But you told her before we got into this vote that she could go into this.

**Mr. Acting Chairman:** Sure, because you said it was under vote 2801. What the Chair is wondering is, is it in fact under vote 2801?

**Mrs. Campbell:** Surely it is if it's a policy decision of the ministry in conjunction with TEIGA. I don't know where else it figures.

**Mr. Acting Chairman:** You're satisfied, Mr. Minister?

**Hon. Mr. Norton:** Yes. I've only got two more minutes to go.

**Mr. Acting Chairman:** We don't want to end up confused—

**Mrs. Campbell:** I'm not confused, and I don't think any of the rest of us are.

**Mr. Acting Chairman:** I was reading program descriptions, and I suggest the hon. members read those.

Okay. We'll go ahead on that basis.

**Hon. Mr. Norton:** In the senior citizen branch, because of some minor capital deferral on the part of some homes for the aged in terms of minor capital improvements, and because of higher resident income in the homes for the aged than had been calculated in advance, the constraint there was \$1.2 million. In vocational rehabilitation training allowances and expenses, because at this point in the year the case load is running lower than anticipated and projected, it was \$600,000. That should total the full amount. I haven't added up the columns.

**Mrs. Campbell:** For an amount of \$20 million?

**Hon. Mr. Norton:** No, \$24 million. I made



a rough reference to the \$20 million; in fact, the figure is \$24 million.

**Mrs. Campbell:** You spoke about the information services. I think in fairness to the rest of the members of this committee, I will defer a discussion of that to the appropriate vote. But you will recall that we did ask what the current arrangements were as I recall it—and I didn't write the note properly at the time—with reference to the Holland decision. Or am I wrong there? I should have asked the question at the time, Ross. I made a note about the current arrangements; I can't recall with reference to what. You and I both wanted to know what the current arrangements were.

**Hon. Mr. Norton:** Under the Holland decision?

**Mrs. Campbell:** Yes. That's what I thought.

**Hon. Mr. Norton:** We have done two things in particular. First of all, as you're aware, in the area where the municipalities previously could be ordered to pay the full cost of the placement of the child we have agreed with them to pay 50 per cent of that cost. We have also asked, with the co-operation of the Chief Judge of the Provincial Court Family Division, that the children, wherever possible, be placed in the care of the Children's Aid Society and let the society make the determination of the appropriate placement with the approval of the court. We have assured the Children's Aid Societies that any increase in their costs during this fiscal year as a result of assuming that responsibility would be picked up in supplementary estimates, so that they need not fear incurring a deficit by assuming that responsibility.

In terms of our participation to provide that alternative mechanism, those are principally the two things that we have done, following a good deal of consultation with the courts and other parties involved. I recognize that is an interim arrangement and that a more permanent arrangement has to be found, but I recognize also that there's no way at this point that we will be going back to the former arrangement in terms of funding relationship with the municipalities.

[4.45]

**Mrs. Campbell:** With reference to that series of questions about which you are awaiting an answer, I wonder if you—and you are a lawyer; not in a previous incarnation, I think—

**Hon. Mr. Norton:** I am prohibited from practising these days.

**Mrs. Campbell:** —can tell me when we

are asking for objective data, facts and figures regarding a per diem, how in the world could that be a matter which might reflect adversely on present circumstances, if I am putting it in an understandable fashion to you?

**Hon. Mr. Norton:** I don't know the answer to that. I am sure you are familiar with the old adage that a lawyer who advises himself has a fool for a client. I will not fall into that trap, I'm sorry. I am waiting a legal opinion on that.

**Mrs. Campbell:** May we expect that legal opinion before these estimates are concluded, or are we once again to have to pursue the whole matter in the House?

**Hon. Mr. Norton:** What I do will to a large extent be contingent on what that opinion is.

**Mrs. Campbell:** Of course.

**Hon. Mr. Norton:** Otherwise, if I receive that opinion and I am in a position where I feel I can reasonably share that information with you, without prejudicing other matters that are under way right now, I will have no hesitation in doing that. The fact is that there may be an opinion which may or may not encourage me to do that or whatever. I realize I may not be bound by that opinion, but I would certainly have to take it seriously.

**Mrs. Campbell:** I wouldn't doubt that.

**Hon. Mr. Norton:** I would not want in any way to prejudice the other matters that you are well aware of that are under way and may well be terminated, I would imagine, before too long.

**Mrs. Campbell:** I think as a responsible person I rather have to accept your position at the moment. But I would have to issue a kind of warning or a caveat that if we don't get some answers pretty soon, I am not going to permit it to remain in a vacuum. We are concerned about this.

**Hon. Mr. Norton:** You aren't obviously the only person who is concerned.

**Mrs. Campbell:** I think until a certain point it seemed evident that nobody in the ministry was very concerned—

**Mr. Laughren:** Mr. Gordon is.

**Mrs. Campbell:** —since they were not prepared to give us the information.

While we are on that point—and this is still main office—what directives, if any, has this minister given to his staff about the release of information? Has he rescinded the earlier memorandum to staff which was given by a former minister? What limitations has this minister placed on staff?

**Hon. Mr. Norton:** None whatsoever. I



never did see the earlier memorandum that you were referring to and it does not apply under the administration that exists at present in that ministry.

**Mrs. Campbell:** Has the staff been made aware of that position?

**Hon. Mr. Norton:** Yes. I might also add that there is not a memorandum compelling them to talk with people if, for whatever reason, they feel they might wish to refer the matter to someone else in the ministry or whatever.

**Mrs. Campbell:** I haven't asked that question. I simply asked about the memorandum under the former minister which certainly was a directive limiting substantially, I would say, the opportunity for staff to discuss matters with member of the Legislature.

**Hon. Mr. Norton:** There certainly is no directive, written or verbal or otherwise, that would apply at the present time.

**Mrs. Campbell:** I am a little less heart-broken than I was to start with. At least we are hopeful that we can get some information now.

**Hon. Mr. Norton:** Should you have difficulty, I hope you would not preclude bringing it to the attention of the minister.

**Mrs. Campbell:** That point is well taken, except that I assume in bringing all this to the attention of the House and bringing it all to the attention of Judge Thomson since he was working with it, I thought that was appropriate. However, I will be glad to send you full copies of all the questions if you really want to look at them.

**Hon. Mr. Norton:** Which questions now are you referring to, the same ones as before?

**Mrs. Campbell:** Yes, and some others.

**Hon. Mr. Norton:** I have them.

**Mrs. Campbell:** I thought you had. There is another matter, I am trying to sort out the answers and relate those that go to another vote to that vote. Could I have with some specifics your position with reference to block-funding proposals, with reference to the federal government's invitation to respond?

**Hon. Mr. Norton:** I am not sure I can respond with specifics because we really know very little by way of specifics at this point about any of the approaches that are still, as I understand it, on the table as far as the federal government is concerned. The three options, it appears to me at this point, are to proceed with the Social Services Act, to proceed as an alternative with a block-funding approach or to remain with the status quo.

**Mrs. Campbell:** I know you have alternatives. What is your answer?

**Hon. Mr. Norton:** I suppose that my position is that I can see it would be very desirable to have the opportunity for the flexibility of planning for social service needs in this province that block funding would afford. I don't think I need to go into details.

There are areas, for example, where we do face some frustration in terms of that kind of planning at the present time with regard to certain anomalies that exist in our income support programs, where to change those things would require, first of all, at least consent from the federal government and in some cases changes in the regulations under CAP. That can be frustrating.

If the block-funding approach would eliminate some of those, then that's the direction I would like to see us going.

**Mr. McClellan:** How quickly do you think you will have a definitive position on this since you did say, I think yesterday, that the process was stalled until there is some response again from the provinces?

**Hon. Mr. Norton:** I have no idea. We have responded and some of the others have.

**Mr. McClellan:** You have responded?

**Hon. Mr. Norton:** Yes, sure. There are several provinces that haven't.

**Mr. McClellan:** To the block-funding proposal?

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** What did you respond?

**Mrs. Campbell:** That you have three alternatives or that you wanted the block funding?

**Hon. Mr. Norton:** No. We said that we would support their most recent proposal with respect to block funding. But they are awaiting responses from other provinces.

**Mr. McClellan:** When did you respond?

**Hon. Mr. Norton:** I can't give you the exact date. It was a response within the last two weeks.

**Mr. McClellan:** Would it be something that you could table by way of sharing with us?

**Hon. Mr. Norton:** It's a very simple letter, sure.

**Mr. McClellan:** It would be useful to note.

**Mrs. Campbell:** Following that, you will recall earlier that I mentioned the mental retardation funding. Everybody looked askance as though I was wrong. I have now verified the fact that under the previous minister in answer to questions in the House concerning moneys payable by the federal

government to your ministry for mental retardation, he finally admitted, as I recall, that the funds had not been expended for that purpose but the equal amount would be available when needed. That scares me very badly if that is still the way we are looking at funding from the federal government because, as I recall, there was a large unexpended sum.

**Mr. McClellan:** Of \$50 million.

**Mrs. Campbell:** Yes, I couldn't remember the amount. Have you used that amount since you've been the minister? What is the area of that funding?

**Hon. Mr. Norton:** I don't have all those figures at my fingertips—I don't know if I even have them in my book—but I will get them for you by tomorrow.

The deputy reminds me, and I'm aware of this, that the cost-sharing that was in effect at the time that statement was made by my predecessor no longer exists with the federal government participation.

**Mrs. Campbell:** I don't blame them. They had no control over it.

**Hon. Mr. Norton:** I'll get the figures in terms of the precise amounts that have been spent.

**Mrs. Campbell:** If you get to the block funding situation you may be creating an unease—you certainly are creating an unease in my mind—about how the moneys will be expended and the assurance that they will be expended on programs related to community and social services and not be dissipated in other areas if, as in this case, you find that you can't, in fact, expend them within a fiscal year. That is a concern to me. I appreciate the fact that you are creating a greater flexibility, but I want to be sure the flexibility is going to produce programs which will assist people within the terms of the six points you made in opening.

**Hon. Mr. Norton:** I'm not supposed to be asking you questions, but could you carry that a little further and suggest to me what you would do in a situation like that? I'd appreciate your advice. I don't know how much money will be involved if the block funding proposal is accepted, but if, for example, you ended up with more funds than perhaps you could get into a program in a given year—as I've indicated in some of ours with respect to the portions that were constrained because that was the kind of situation we were faced with—what would you do?

I think that's an unfair question and you may want some time to think about it. I don't know precisely what I would do and I'm not prepared to give you any definitive

answer at this point, but I think it would be interesting to know, if you have thought about it, what your advice would be.

**Mrs. Campbell:** I have thought about it and I haven't any definitive answers, but let me say this, in your answers to me you were discussing establishing shortly, or before too long, or in the fullness of time, or whatever the phrase is—

**Hon. Mr. Norton:** That's not my expression.

**Mrs. Campbell:** —your priorities as you view them.

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** It seems to me when you have analysed your priorities and presented them to the Legislature, and the Legislature is in a position to understand the philosophical thrust of your ministry, at that point you might well get agreement from all sides which could assist you in the allocation of funds, hopefully to ensure that we didn't have to return any funds either to the general fund, or to the feds, or take a credit next year, or something.

**Hon. Mr. Norton:** Yes, I guess my only concern about that kind of approach would be that I'm not sure that it is wise, if there has not been adequate planning in the system, to forge ahead and spend it just because you've got it. Personally I'm not sure that's good policy.

**Mrs. Campbell:** Oh, but you have done that already with the \$50 million and you admitted it.

**Hon. Mr. Norton:** Of course, and I don't regret it either, but I think that it's not necessarily the best way in which to proceed. Had I had a longer lead time in which to do that and had I not felt as strongly as I did about the needs that I perceived in those families I might have been well advised—in fact some of my staff did advise me and I didn't accept their advice—to delay it.

[5:00]

**Mrs. Campbell:** Perhaps you could find some funding and some place in your heart and soul and spirit to assist those women in those crisis centres I talked about. There are a lot of needs.

**Hon. Mr. Norton:** Sure, there are a lot of needs.

**Mrs. Campbell:** We should not be having money unexpended when there is so much need, particularly in the economic scene today.

**Hon. Mr. Norton:** I recognize the needs you are talking about, but the recognition of the needs and the availability of funds, if that should happen as the result of trans-



fers, in itself is not an excuse for inefficient use of the funds.

Mrs. Campbell: Oh, no.

Hon. Mr. Norton: I would come back to my concern that it may not be the best way in which to plan for these crisis intervention programs of the whole spectrum.

Mrs. Campbell: Work on your planning now in anticipation. Don't wait until you find out what you are going to get. It could be that you could come up with something, if you thought about it.

Hon. Mr. Norton: It's possible, yes, except that it also requires the co-operation of the community groups, which I hope we could get in that kind of approach.

With respect to the matter you raised on the transfer of the funds for MR, I do have that information in my book. The additional reimbursement that we have received from 1974 through 1977-78 from the federal government, a four-year total, is \$123.3 million. The additional expenditure that we have made during that same period of time is \$119.6 million.

Mr. McClellan: On what item is this?

Hon. Mr. Norton: This is the mental retardation community programs. This arose out of Mrs. Campbell's question about where we stood with respect to the transfers. We have a shortfall at present of \$3.7 millions, in other words, a shortfall of funds that we have received but have not been able to expend in the program. That is partly because of the fact that although the money has been available it has not been utilized. We are still \$3.7 million short.

I presume that with the additional constraints this year, that will affect this shortfall and increase it somewhat. Again, that would have existed in any event because, unless something dramatic happens before the end of the fiscal year, that money would not have been spent.

Mrs. Campbell: I did want to touch on audit, but I think I have been unfair to Mr. McClellan. I have taken a great deal of time. I hope that perhaps it has been useful to him as well as to me. I won't say anything further at this point.

Mr. McClellan: I would like to yield to Mr. Laughren, if I may, Mr. Chairman, and then follow him.

Mr. Laughren: Thank you, Mr. Chairman, and my colleague. I wanted to elicit from the minister an indication of whether or not, as yet, he has directed his people to take a long look at the services they at present deliver to Sudbury, in anticipation of increased

problems that will inevitably face your staff in Sudbury, the municipal welfare staff, the elected members and the municipal councils in the Sudbury district.

I am sure you would agree—I suspect you would if you have done reading in your field—that as the level of unemployment increases other things happen and will certainly happen in the Sudbury basin. There will be fewer first incomes. There will be reduced incomes because of the unemployment insurance benefits being, despite popular opinion, at a level that will not allow these people to make payments on their home, their car and so forth. There will be fewer second incomes in the home as the service sector gets clobbered because of the basic industry jobs that will be lost—3,000 service industry jobs will be lost. These are minimum figures, in my opinion. There will be an increased need for counselling and for rehabilitation because of the attendant problems with unemployment.

I want to tell you that if you leave the problems that are inevitable in that community to the Sudbury and district social services administration board, you are asking for a level of unrest which is intolerable. The level of unrest will not only be felt by the people who receive the woefully inadequate level of services which that organization delivers, but there will be a higher level of unrest by the elected people in the area as well. The crunch that will be felt by the municipal council is not just the phone calls they get, but it has to do with something called taxation. As the level of municipal welfare increases, which it sure as hell will, that puts the crunch on the municipal council. I have seen how they respond to that kind of pressure. That's why this party has occasionally called for taking it out of the hands of the municipal people because of the way they can succumb to that kind of pressure.

I might say, just as a small anecdote, I went before that social services administration board a couple of years ago, with my colleague from Sudbury East (Mr. Martel), because of some problems and I was not even allowed to speak to the social services administration board. I was told by the chairman, "No, you're not allowed to speak." I had, in my opinion, more of a right to speak than he had to sit in the chair, but nevertheless that was his decision.

I'd be very interested in knowing just what your plans are and what you've already done, in view of the apparent decision of your government not to intervene in what's



happening there, and just what you've got on your plate now.

**Hon. Mr. Norton:** At this point, we have no specific planning, but I can assure you we will be prepared to respond to the need which, if the announced layoffs do take place, presumably, will exist. I think that clearly it could well be for that community something of a crisis and we will be prepared, as we have in the past, to respond to those situations in the community. In all fairness, it's been a matter of three or four days since we became aware of that. I'm sure you don't expect us to have complete and intact plans at this point in time.

**Mr. Laughren:** No, but what I would like to know from you is what kind of flexibility you have in beefing up the programs in the Sudbury area? What can you do?

**Hon. Mr. Norton:** I'm not sure at this point. I can assure you we'll do anything that we can to respond to the need as it may develop.

**Mr. Laughren:** I want to tell you many of us are extremely unhappy with the level of services you offer to the small number of people who need it in a community where there is basically full employment. If there is a high level of unemployment and misery in that community, then God forbid! I don't know what you're going to offer to those people but it won't be enough, unless there is a major change in thinking on the part of you and your ministry, because it's not at present at a level which is acceptable. If that's the case now, what's it going to be like after February 1978?

**Hon. Mr. Norton:** I'm not sure that there is much point in our really debating that because I'm not sure that, regardless of what I were to say about the level of service in the communities across this province, you might well continue to maintain that it was inadequate.

**Mr. Laughren:** Until proven differently, that's right. Until you can show me differently, that's correct.

**Hon. Mr. Norton:** I can assure you that we will be prepared to respond to the need as it develops.

**Mr. Laughren:** Will you underwrite, without having the municipality kick in its normal percentage, increased costs as a result of this?

**Hon. Mr. Norton:** I'm not prepared to make that kind of commitment without an opportunity to assess more carefully what the need might be and to develop a plan for response.

**Mr. Laughren:** Mr. Chairman, that's the kind of—I'll wait until the minister is through.

**Hon. Mr. Norton:** I'm not sure whether this would be applicable to the situation in Sudbury in terms of the numbers of persons who might be affected, but my deputy reminds me that under our present arrangements if the unemployment increases to a rate of seven per cent of the population—and that may not be the case even with the substantial layoff there, I don't know—

**Mrs. Campbell:** Thirty per cent, isn't it?

**Hon. Mr. Norton:** —I'm saying the population; I am not sure whether that is based on total population or the work force, presumably not just the work force—then our general welfare assistance increases to 90 per cent, which is at least some enrichment.

**Mr. Laughren:** Yes, but what percentage is it now?

**Hon. Mr. Norton:** It is presently 80 per cent. Under normal circumstances it would be 80 per cent. As I say, I cannot make extensive commitments to you without a chance to assess the situation and have my staff assess the situation and develop a plan, because clearly there will be need. We will be looking at the situation. We have, I hope, at least a month or two in which to prepare for that.

**Mr. Laughren:** Might I say that you have promised us nothing. The unemployment rate in the Sudbury basin right now is about 10.8 per cent, by the latest figures that I can get, and if it bumps up to 90 at seven per cent, that implies that it is already there.

**Hon. Mr. Norton:** No. I'm sorry, as I said, I tried to make the distinction between the percentage of the work force and the percentage of the population. I understand that is the distinction, that it's seven per cent of the population. That is why I say I am not sure whether that specifically would apply, because I don't know what proportion of the population would be facing unemployment if that particular—

**Mr. Lewis:** There are only 100,000 in Sudbury. How many in the regional municipality?

**Mr. Laughren:** About 170,000.

**Hon. Mr. Norton:** We'll try to get fuller information for you when we get to that vote under social resources.

**Mr. Laughren:** May I suggest to you that you are going to have to break out of traditional thinking when one-industry communities like that run into trouble. Why would you not—although I acknowledge the fact that it would be accepting at least part

of the responsibility for the problem, and who would deny that you have some of that?—establish an index of those people receiving assistance, an index of 100, and when it goes beyond that, which surely will be a result of the layoffs, you pick up the tab rather than putting it back on an ever-decreasing number of taxpayers in the Sudbury basin, who, I might add, are already paying exorbitant property taxes for the services they receive?

**Hon. Mr. Norton:** I'm not sure that I know what you mean when you talk about establishing an index of 100. Can you be a little more specific about that?

**Mr. Laughren:** I certainly could, I don't know if there is any other model anywhere in the world—

**Mr. Lewis:** It's time we established one.

**Mr. Laughren:**—but that doesn't stop us from proposing it to you.

**Hon. Mr. Norton:** It never has before.

**Mr. Laughren:** It never has before, that's right. You know right now the number of people receiving assistance through the Sudbury and district social services administration board—what a euphemism that is—and the Ministry of Community and Social Services provincial office. You surely have access to those figures. If those figures were established as a base of 100 then you could pick up the tab for any increase over that, which surely would be largely a result of the misery caused by the layoff in which your government apparently is refusing to intervene. Do I make myself clear?

**Hon. Mr. Norton:** I understand what you are proposing now.

**Mr. Laughren:** Do you buy the assumptions in the question and in the proposal?

**Hon. Mr. Norton:** I will withhold my thoughts at the moment. My response is the same as it was before—I will take your proposal under advisement and after we have had a chance to assess the situation more carefully I will comment on it.

**Mr. Laughren:** Will you promise not to make your decision in splendid isolation?

**Hon. Mr. Norton:** I never make decisions in splendid isolation.

**Mr. Laughren:** How could you possibly arrive at some of your policies if that is not true?

**Hon. Mr. Norton:** Isolation sometimes, perhaps, but not splendid.

**Mr. Laughren:** Never so splendid, no. Quit trying to co-opt me.

**Hon. Mr. Norton:** You can't get all the laughs around here you know.

[5:15]

**Mr. Laughren:** Would you consult with the municipality of Sudbury, which is responsible for the social services programs there, and work out a program with it whereby you do, indeed, go beyond the traditional funding?

**Hon. Mr. Norton:** I would certainly be prepared to undertake to consult with the regional municipality, yes. With respect to committing myself to a specific kind of proposal that you might make right now, no, I won't make that kind of commitment until I have had a chance, as I said, to assess the situation more fully. You know as well as I do that I would be foolish to do that right now, before we have had a chance to do a much more complete assessment of the situation.

**Mr. Laughren:** As a matter of fact, you are wrong. If you were to make a commitment like that it would be the first indication we from the Sudbury basin have had that your government is prepared to say, "We understand there is a problem there, and without qualification, without conditions, we are prepared to move in there and provide assistance." No one is saying that. You, of course, don't want to admit it but you and your government have a major responsibility because of what has happened in that basin and no one is prepared now to say, "Yes, we will intervene and provide help."

Without spelling out the details, Mr. Minister, you could damn well make a commitment, and your failure to do so is an indication that what you are saying, along with your cabinet colleagues, is, "That's the free enterprise system; let it muddle through."

**Hon. Mr. Norton:** That is not what I am saying.

**Mr. Laughren:** Give us some kind of commitment.

**Hon. Mr. Norton:** If you look at the record of our ministry in terms of responding to crises in communities across this province then I don't think that what you have just said is very fair.

**Mr. Laughren:** I could take you to all sorts of communities where you don't regard an ongoing problem as a crisis, but what of the cyclical problem that exists in these small northern unorganized communities where there is no level of social services whatsoever, no recreational services, and none of the hard services at all? You have a responsibility in that area as well, even though I am sure you



wouldn't accept it; but you should have, I am not at all impressed by your record, certainly in northern Ontario, in helping communities.

**Hon. Mr. Norton:** I think you are being unfair—

**Mr. Laughren:** I am sure you do.

**Hon. Mr. Norton:** —to the ministry and the people who work in the ministry. I think if you have specific proposals or if you have specific examples of need that you would like us to look into, then I would be quite happy to do that. I will not make commitments to you here without having had a chance to assess the situation in greater detail.

**Mr. Laughren:** Will you not even make a commitment to provide, other than the existing funding formula, assistance to the regional municipality of Sudbury? Would you not make that minimum commitment?

**Hon. Mr. Norton:** I think you should examine—and this is what I would like to have an opportunity to do—the validity of some of your assumptions; for example that the social service system, general welfare assistance and those kinds of things, would necessarily be in great demand immediately. I think we would have to assess what other systems are in place to meet the immediate needs. We may well have a much more significant role to play in longer term needs, but I am not prepared to make commitments to you now. It is not a question of not being prepared to make a commitment to the people, but it is the fact that you want me to make a specific kind of commitment and I simply can't.

**Mr. Laughren:** That's not true. I asked you to make a commitment to go beyond the traditional method of funding. That's all I asked you, and you are not even prepared to do that.

**Hon. Mr. Norton:** Until I have had a chance to assess the situation—

**Mr. Laughren:** That's what I mean.

**Hon. Mr. Norton:** —I am not prepared to make any kind of commitment with respect to extraordinary measures, because they may not be required.

**Mr. Laughren:** Then, of course, there would be no requirement for it.

**Hon. Mr. Norton:** Except that one of the scenarios—I hate that word—one of the situations you just suggested was that if there was any increase over the present level of the case-load we should immediately go to 100 per cent funding. There are many communities across this province which may well go above their present case-load before the

end of this year. If that is going to be done, then presumably I should make that kind of policy decision across the whole province.

I think it has to bear some relationship to the magnitude of the problem as it develops, and that is the kind of thing that I think we should try to assess before any specific commitment is made.

**Mr. Laughren:** I wouldn't quibble if you said that when the index exceeded 105 you would move in. I wouldn't quibble with that. I really am concerned that you're not prepared to make that kind of minimum commitment. I'm not asking you for specific dollars, or to spell out any program.

**Hon. Mr. Norton:** It obviously implies specific dollars, but I don't know what the implication is without having a chance to look at the situation in more detail. I'm certainly not precluding anything in terms of consideration.

**Mrs. Campbell:** Don't ask for another Edmonton commitment.

**Mr. Lewis:** I'd like to add a footnote to this discussion, Mr. Minister. As a matter of fact, I think my colleague the member for Nickel Belt (Mr. Laughren) is remarkably restrained in his view.

I want to tell you something in terms of my own view and I think that of others of us in the caucus. The disaster for Sudbury has important economic and financial implications which we in the Legislature, the Premier (Mr. Davis) and others, will obviously wrestle through over the next few days or weeks with Inco.

I don't pretend that it's easy when dealing with concepts of a fiat delivered to the company that it cannot lay men off, or of taking away a tax allowance, or of taking away an exemption provision, or even of matters of public ownership. All those things are difficult and intricate economic issues; but there is something that isn't difficult and intricate and that's the human consequences of the announcement last Thursday afternoon.

I'll tell you what you jolly well should have done if this ministry ever responded to the human realities as one would wish they'd respond. You would have stood in the House yesterday, or even Friday, and said that you're asking for suspension of your estimates and you, as a minister, are jolly well travelling right up to Sudbury with your senior staff and you'll meet immediately with the regional municipality people and with the unions, to sit down and discuss, not even alternative work propositions but all of the income maintenance consequences of Inco's decisions right now, off the bat.



We don't sit around in the usual fashionable way waiting for the axe to fall, or wondering whether it will fall. I'm not even referring to the 2,800 jobs which will disappear on January 31, 1978. If there's any feedback to your ministry at all, and sometimes I wonder about that, you will know that there is a continuing attrition rate in Falconbridge. You'll know that there's a continuing attrition rate in Inco. You'll know that National Steel has closed down in the Sudbury basin as of Friday last; I guess it's now closed. You'll know that the social implications of the economic consideration in the Sudbury basin are now probably more critical than any other part of Ontario at this point in time.

You would have had the complete—I'm sure I can speak for Mrs. Campbell and the Liberal Party as well—you would have had the agreement of the opposition parties that finally, we were saying for once, in human terms, this is not something we're going to speculate about forever and spar about in the Legislature; Keith Norton, *eminence bleu*, is racing up to the Sudbury basin with some of his people, finally to take a human predicament seriously.

I'm disappointed that you're not willing to respond to my colleague in more specific terms, but I'm saying to you, four days may not seem like much but it's a long time to have passed since that announcement that your people have not been in specific and careful discussion with the Sudbury people over the human provisions that will have to be made because, boy oh boy, it is critical; and it's not going to be the apocalypse on January 31, it's going to be a phase-out over a period of time with a lot of people in desperate circumstances.

I wish you could hear my Sudbury colleagues in caucus, or have heard them on the platform on Sunday, or have heard what the community is saying, or read the stories that are appearing in the press about the people who made mortgage commitments and car commitments and all kinds of other commitments 48 hours before Inco visited its announcement upon the community. This is going to be a disaster in personal terms for those families, and if social assistance can help in the interim I really think it wouldn't hurt for the minister in charge of compassion, as you have occasionally implied, to be up there.

I'm not demeaning it; it's a useful, human quality and I would visit it on the government occasionally, it would be nice to have. I wouldn't have expected it from your pre-

decessor, but of you I would expect it, of you I would expect it.

**Hon. Mr. Norton:** You were hailing my predecessor as your salvation earlier today.

**Mr. Lewis:** Precisely, because it was expedient to do so at that time. Right now your predecessor is a scoundrel and I'm prepared to say so. I ask of you, therefore, some human dimensions.

**Hon. Mr. Norton:** I don't wish to minimize the seriousness of the situation that you're describing and that the people of the Sudbury basin will face. I couldn't agree more with you that, from the point of view of dramatizing your response, there may be at times great value in that, aside from political value—I'm not suggesting that alone—

**Mr. Lewis:** No. It's your job.

**Hon. Mr. Norton:** —but just referring to the community response, dramatizing the response, what you advocate or suggest may well have been a good thing to do.

**Mr. Laughren:** Why would you throw that political response in? You stress it.

**Hon. Mr. Norton:** No, just in passing, I'm just saying that the dramatizing of it by asking to have my estimates suspended and doing it immediately may well have had some beneficial effect on the community, I suppose. However, I want to make this point: please don't imply that because there was not a response on Friday in the House that I want my estimates suspended so that I and my senior staff can go to Sudbury, that there is, therefore, any implicit lack of concern about that situation. I think it's very unfair if that is what you're trying to imply.

**Mr. Lewis:** No. I'm suggesting—

**Hon. Mr. Norton:** Or that there will not be—

**Mr. Lewis:** Oh, I am sure.

**Hon. Mr. Norton:** —a kind and compassionate response from my ministry.

**Mr. Lewis:** Look, Mr. Minister, the people of Sudbury need some evidence that the government is serious. Queen's Park is so far away, and the reality of that mass meeting on Sunday was that there wasn't a single representative of the provincial government of Ontario present. There was a representative of the federal Liberals. There were all the other MPPs and MPs present. In a sense, therefore, the Liberal and New Democratic Parties were represented, even if at different levels of government. There wasn't a single representative of the government of the province of Ontario, nor has there been.

How do we take this distinterested view down here of what is a catastrophe for a community? If Bette Stephenson felt awkward because there are no jobs to talk about, and if William Davis felt awkward because he can't offer an alternative, and if Frank Miller felt awkward because there's nothing concrete to espouse, Keith Norton needn't feel awkward. Keith Norton is in charge of a program that tries to salvage the consequences of this kind of layoff so this kind of ministry should be there, front and centre.

**Hon. Mr. Norton:** And will be.

**Mr. Lewis:** Okay. I wanted to raise a quite separate matter, which to my amazement is actually on the vote, which is an immensely satisfying experience for me, Mr. Chairman. We're dealing in general with the first vote, and item 10 is the social assistance review board. This is a preliminary excursion and I hope we can come back to it further under another vote, but I wanted to raise with you—and I want to push you a little bit, albeit gently and with appropriate deference—I want to raise with you the question of the social assistance review board and its hearings of these cases of kids with learning disabilities who seek funding from the rehab branch.

Fortunately Peter Crichton just walked in—oh, and even more senior people will answer this. I wanted to ask you, if the review board's statistics are here, if you have at your fingertips the number of cases involving learning disabilities which the review board has looked at in the last year, let us say, and those that are pending? Do you have that broken out?

**Mr. Borczak:** I have some information here.

**Mr. Lewis:** Good.

**Hon. Mr. Norton:** For those of you who haven't met Mr. Borczak, he is chairman of the social assistance review board and a former deputy minister as well.

[5:30]

**Mr. Borczak:** I thought I could find that instantly, but I'll have it here in a moment.

**Mr. Lewis:** If the precise figures are not at your fingertips, can you give us an estimate?

**Mr. Borczak:** Let me go on memory then. For the fiscal year just ended, we had 73 cases that were heard by the board in rehab services on denials of assistance, and 43 of those were in the area of the perceptually handicapped.

**Mr. Lewis:** Really?

**Mr. Borczak:** Just 43.

**Mr. Lewis:** Never mind "just"—that's incredible.

**Mr. Laughren:** That's 50 per cent. Out of how many?

**Mr. Borczak:** Out of 73.

**Mr. Lewis:** Over 50 per cent of your rehab cases before the board deal with kids with learning disabilities?

**Mr. Borczak:** That's right.

**Mr. Lewis:** Wow.

**Mr. Borczak:** Of those, half were allowed. That was a total of 21 out of the 43. In 21 of the cases the appeal was allowed in favour of the appellant. I believe in 17 of the cases the appeal was denied, and in the remaining cases the matter was referred back to the director.

**Mr. Lewis:** Do you have any sense of the number of cases involving learning disabilities that are now pending before the board?

**Mr. Borczak:** We're not anticipating any significant increase over these figures. This seems to be hitting about the same level for the current year. The first six months appear not to be any greater than they were last year. So we may expect to have perhaps—

**Mr. Lewis:** Forty-three.

**Mr. Borczak:** Forty-three, maybe 50 cases. Unless something unusual happens, the trend so far indicates about the same pattern. To give you an overall figure, you will see that the work-load of the board has increased very substantially in the last year. There was a 50 per cent increase in intake that resulted in some 45 per cent increase in the actual hearings.

The trend for the first six months of this year shows a levelling off there; we are now receiving about five per cent more applications than we did last year. So while there is still a larger number than previously, it seems to have levelled off and the proportion of the rehab services cases appears to be consistent with the proportion last year.

**Mr. Lewis:** Mr. Minister, I'd like, if I could now, to direct my discussion to you. I believe, and I think my colleagues share it, that, in fact, you will find at the end of the fiscal year and in the future the number of cases coming before the board dealing with learning disabled kids is going to increase fairly dramatically as the perception in the community increases, as various groups such as the Association for Children with Learning Disabilities become more and more effective. As a matter of fact, there's a very major conference in Ottawa just this week—it must be



Thursday and Friday of this week—where people from all across Canada and the United States are gathering to deal with the question of children with learning disorders.

Let me try to place it in context. These are families which desperately need funding for children with perceptual handicaps who cannot receive adequate education from their local school board. It just isn't available to them. They go to the rehab branch and they ask for funding, and I suspect, more often than not, the rehab branch finds a reason to say "No". Not because the rehab branch is in any sense malevolent, but because the rehab branch genuinely believes that the child does not fall within that strange definition which the Vocational Rehabilitation Services Act provides; and therefore almost in a protective way, defends itself and says "No".

If the parents are sophisticated enough and if there is enough knowledge in the community, they then seek an appeal to the social assistance review board; but I suspect that for every appeal that goes to the board there is at least an equal number of cases, or more, that never get to the review board. I know I am called and written to quite frequently about whether or not they should take their case to appeal. There is always something intimidating about appeal; it always implies the need to have legal counsel and to have pediatrician and psychologist and school social worker and all of the apparatus of coming to make a presentation.

I do not want to lead you as a witness on the stand, and you, of course, would avoid it, but surely you cannot be happy with the rehabilitation branch of your ministry saddled with what is essentially an educational problem? Let me put it another way. Surely you must on occasion have asked yourself, "Why is there this curious syndrome where we are getting stuck with the financial responsibility for kids who clearly have a problem which is educational in definition?" Is that fair?

Hon. Mr. Norton: Yes, quite fair I think.

Mr. Lewis: Okay.

Hon. Mr. Norton: I can tell you at this point that over the last several months I have had extensive discussions with my colleague, the Minister of Education (Mr. Wells) and I think that in this particular area we have made substantial progress at the policy level.

Mr. Lewis: What does that mean?

Hon. Mr. Norton: I feel somewhat restricted in what I say at the moment, but I can say this much, I expect that my colleague will shortly be making an announcement about this.

Mr. Lewis: Promised for September 1.

Hon. Mr. Norton: I can assure you of this, that however inappropriate the vocational rehabilitation program may be as a funding mechanism for these services to children at the present time, until such time as an alternative is available in the communities where these children reside we will continue to try to honour those. I might point out that in most of the cases, as I understand it, where there is a negative decision with respect to funding the child, it is because the board of education has indicated that in the community in which the child resides there is an appropriate service available. I think that would be confirmed by my senior staff in that area.

Mr. Lewis: Ah, look. I appeared before the social assistance review board—Mr. Crichton was there—not very long ago, about a 14-year-old boy in my own riding, where there was the most guarded, tentative, cautious and begrudging recognition on the part of the board of education of the borough of Scarborough, that maybe in certain ways the lad might be helped by a different kind of ratio, in a different kind of setting. God forbid that the board should admit it was incapable of educating the child; rather that despite their heroic efforts, which were negligible, the lad could go to another setting which the board felt it did not have to provide.

I want to tell you, you cannot find boards of education in this province, except for a very few—the Toronto board occasionally, and we know what happened in Waterloo—which will concede that they do not have the education process; these blessed educational administrators out there in the boards, you would think they were violating some moral code to admit that a child has dyslexia and they have no facility.

It drives me crazy. I suspect it drives some of the people who appear for the rehab branch crazy, because they know as they are sitting there and watching the evidence that the kid cannot be educated in that board of education—but no board will admit it. They have every pretence in the world; they have this special education class and this kind of environment; they are making this effort; and then you read—I am not going to read the material, that may come at another time—the kinds of comments and remarks by the teachers and the educators. It makes your blood run cold. They don't even understand what a learning disability is when it's staring them smack in the face.

It may be that Tom Wells will say—as he said on a platform in Scarborough two or three weeks ago—that the government of Ontario is not prepared to intervene; it is



the responsibility of the local boards of education, and that's it. And, therefore, they will have to go through rehab.

I want to convey to you that that is a depressing, humiliating and antisocial procedure. It makes people and their children, who are entitled as of right to an education in the province of Ontario, have to plead before bureaucracy to receive financial support for that. It is a degrading process; and it is a heart-breaking process for some of the families involved. I must admit that latterly I myself have had more and more contact with some of these people. I am sitting with a case in front of me—I haven't permission to use the name as yet and, therefore, don't want to introduce it. There is going to be an appeal board hearing in Uxbridge in the near future, and the lengths to which the family feels it must go in order to receive what it knows it is entitled to, as of right, is a very degrading proposition. It just shouldn't exist in the province of Ontario.

You talk about picking up these kids. These kids, of course, aren't in Ontario. They are off to the Gow School in Buffalo, or they are off to Pine Ridge, Vermont; and it is running up to \$8,000 or \$10,000 a year to pay for an educational setting which is residential and adequate. I have heard—you can deny it, I suppose—rumours that there are some strains between the branch of your ministry and the special services branch of Education—or between ComSoc and Education. I am going to say that ComSoc probably is offended, even if you can't admit it. I am going to say that I believe ComSoc is profoundly offended at the perversity of having kids who need an education dropped in its lap for funding because the Ministry of Education is so incredibly irresponsible as not to do something about it.

I really think the time has come, Mr. Minister, for you to fight back. You should make it easy and a matter of course that if kids with significant professional and educative evidence need the funding, you should simply grant it; and you should be publicly saying to the Ministry of Education that this cannot go on. The young lad in my riding, the 14-year-old boy; you can just see the heartache in the report cards and in the way he has to present himself in public. The parents were frantic. I think it is important for me to point out that I wasn't the only MPP before the board. John Sweeney of the Liberal Party was before the board, and he intervened feelingly about this young lad in my riding.

One is beginning to get the impression that we have to get MPPs consistently before

these boards on behalf of the children involved, not to exert influence, but just to make the case with sufficient oomph that the board will respond and will give more and more judgements in favour of the children.

Putting it quite baldly, there are obviously several hundred children in Ontario now, many of them currently being educated in the United States, who have what is called a learning disability, the majority of them dyslexic. They appear to be fairly bright kids; they appear to have had excellent psychological surveys by Griff Morgan at the Continuing Education Centre at Guelph, or by psychologists and educators from their own communities.

They are being trampled in the school system, disheartened; and the families demeaned. It's very, very unhappy; and I come back to what I said—I guess it's a kind of credo of politics—that if a government can't respond to the most vulnerable members of this society, then what the devil is government all about.

This is a finite problem. You know the kids, they are identified; you know the consequences, you know the costs. This is a policy decision. It falls perfectly under the vote, not only because the review board deals with it but because it is a policy decision. It just cannot be allowed to go on any longer.

[5:45]

I'll tell you, I am tired of dealing with cases of perceptually handicapped kids. I think Elie Martel, dealing with his cases from Capreol is tired. I know that Jim Foulds and Evelyn Gigantes and Ross McClelland are weary; and I am sure Margaret Campbell is, although we haven't discussed it. Certainly, I have discussed, with John Sweeney the endless hours of dealing with the families who are frantic for funding because their local school board just can't educate this child.

What a thing to lay on a child—a formal appearance before a board, with pediatricians there, psychologists there, legal counsel, law student, two members of the board, two MPPs. What are we doing to a 14-year old kid in order to get the funding to go to Pine Ridge, Vermont, which all of us know right from the beginning is valid and necessary.

So this time I am really appealing to you. You have got to stop it. You have got to bring it to an end. I don't want to go back to the business of trotting out case histories on the floor of the Legislature, one after the other, but by God if that's what it takes, we will do it, we will do it.

I really want to tell you that. It has gone too far. There are too many kids now. It is not just five or six. There are a lot of children. Do you know the administrator of the Gow School in Buffalo talks about the number of kids from Ontario, that they are ahead of the people who are paying for the school? I looked at the annual report of Pine Ridge, Vermont, for the last year and saw that 18 or 19 out of the 70 kids in the school were from Ontario.

I couldn't believe it. I mean the representation in terms of cost is incredible, but it is also an indictment on our kind of educational system. Now what are we going to do about it? Is it possible for you to say here today that you think it should be an educational responsibility?

**Hon. Mr. Norton:** I am quite prepared to say that in my opinion it clearly is an educational responsibility, yes.

**Mr. Lewis:** Okay, then do you recognize, on the basis of what you have been told by your officials, that these children are not retarded, they are not slow learners, they are just bright kids with a learning disability and that they need education which many of the boards—they are human too—can't provide because you can't get it in those classes?

**Hon. Mr. Norton:** I don't purport to be an expert in the field, I might just interject at this point that, although I wish I could indicate precisely what I think the response will shortly be, it is an area where there is certainly some recognition of the—I suppose—tragedies that you have described—

**Mr. Lewis:** Yes, your use of the word is fair.

**Hon. Mr. Norton:** —and I am hopeful that a solution is in sight; and until such time as that happens, we, as a ministry, will continue as best we can under the vocational rehabilitation program to respond.

**Mr. Lewis:** You don't really want to respond. It offends your sensibilities to respond. You have put your civil servants in an impossible position. Peter Crichton is here. He can answer for himself, but he had to sit at that table and take a position which he must, for a moment in time, have felt uncomfortable about, because you don't want to be pressed into a position of interpreting an Act—the Act is interpreted with such technical specifics that the spirit is violated, and that's what your people end up doing. They have to defend a position which they cannot possibly want to defend, so it isn't that you are helping very much. You are making the parents fight; fight you.

**Hon. Mr. Norton:** As I say, we have been seeking a solution and I think a solution is—

**Mr. Lewis:** Well what's so hard of solution? Why can't you build a facility or give to certain boards enough backup money so that they can provide special education? Why do you take decent human beings in your own ministry and put them against the wall in untenable situations? Parents don't come and get the money—I mean, I have in front of me the letter from a fellow named Peter Crichton who says:

"Dear Miss X:

"The selection committee of the rehabilitation services branch of the Ministry of Community and Social Services has recently reviewed your request. Unfortunately, at the present time we are unable to approve the request."

You know what I have in this case, by the way? I have a letter requesting a granting of the funds from William G. Newman, Minister of Agriculture and Food. It has reached that point. It has reached the point where other cabinet ministers have to make direct appeals to the social services review board to overcome the absurdity of Tom Wells' position and the impossibility of your ministry's position.

I'm sure that the director of the rehabilitation branch sends out these letters fairly regularly. Then, if the parents are anxious enough, it's going to cost them \$8,000, or \$10,000, or a lot of money, for special tutoring. They wonder whether there's a route of appeal, if they're sophisticated enough; and maybe one out of three goes the route of appeal and then they've got to fight, then they've got to fight. They even had Barry Swadron, the top Tory candidate from years ago, as the lawyer in the case of the young lad from my riding. They had to muster the guns in order to make sure that the thing would go through. I don't know how much it cost the parents in legal fees, but why should it cost parents anything to get an education to which every child is entitled?

Please don't fob me off by saying that it's coming soon. You've told that to my colleague, the critic in this ministry, for so long that he's choking on the information.

**Hon. Mr. Norton:** I have?

**Mr. Lewis:** Well wherever it's come from, Tom Wells and others.

**Mr. McClellan:** Wells told me in June there would be a statement on September 1, and we are now sitting here, on October 25; I'm sick and tired of that buck-passing.

**Mr. Lewis:** Who picks up the pieces, who picks up the pieces? Do you want to come with me to some of the review board hear-



ings? Shall we do that together? Shall we go to the social assistance review board as these cases on the learning disabled children are heard; and you'll sit with me and, as two dispassionate and disinterested observers, we'll listen to the evidence? Then we'll see how long you're prepared to tolerate this under those circumstances.

**Hon. Mr. Norton:** I don't think that's necessary.

**Mr. Lewis:** I don't think so either.

**Hon. Mr. Norton:** We appreciate the situation.

**Mr. Lewis:** Well what do I do? What do we do when the minister nods his head and says he appreciates the situation and he hopes that something's going to be done about it? We're wrecking all kinds of learning situations. What do we do, Keith Norton; the Hon. Keith Norton?

**Mr. Kerrio:** Pass Alf Stong's bill.

**Mr. Lewis:** Yes, or Jim Foulds' bill.

**Mr. Kerrio:** Yes, it's there.

**Mr. Lewis:** Yes, there are two good bills before the Legislature. He's quite right, private members' bills. How long do we have to do this?

We serve notice on you that this is a specific, identifiable, isolated human predicament. We can give you the names. You have it in front of you; you know what it is. There is no reason to procrastinate any longer, there's just no reason to prolong it. Every way you go, other people have to come begging at the door of Mr. Boreczak's board. I don't think you should make people in this province get on their hands and knees to plead for what they deserve. That's just absolutely unacceptable.

**Mr. Kerrio:** Especially when you are sitting on that \$2 million.

**Mr. Lewis:** We'll leave it at that.

**Mrs. Campbell:** Could I ask the minister, as a result of this and the minister's expressed concern; I asked you about the exceptional family information service, which has been working desperately hard and effectively to assist people in this field, they're asking \$29,601 and you indicated it isn't top priority in your ministry; I want to know how you can answer Mr. Lewis, expressing concern when you know and I know that what they are doing is working at the very beginning stages with these children; you asked me about priorities when I raised that question last time we met.

**Hon. Mr. Norton:** I didn't ask you about priorities. I indicated that I had responded to that particular group or organization, indicating that they would be considered at

the end of this year along with all of the other myriad applications that we have.

**Mrs. Campbell:** But you know that the effect of that is to close—

**Hon. Mr. Norton:** With our limited resources in terms of the allocation of the resources we have at our disposal, this comes back to what I said to you earlier, Mrs. Campbell, that when one recognizes at this point during a year, or whenever, that there are limited resources available, one has to establish priorities. If it becomes a matter of reallocating funds, then I invite you to suggest where those funds might be taken away from if it reaches that kind of decision.

The establishing of priorities is never an easy task, but it's a necessary one. Unfortunately, at this point in the year, I understand that particular groups LIP grants, or whatever it was initially functioning on, are drying up. I don't mean to be callous in saying this, but that is not a situation that I or my ministry created. It may say something about the kind of funding that is available to such groups from another level of government.

**Mrs. Campbell:** Oh come on, come on.

**Hon. Mr. Norton:** We will give them serious consideration, as we have already.

**Mrs. Campbell:** After they have broken up.

**Hon. Mr. Norton:** When we have had an opportunity to assess them in conjunction with the other groups in this province with equally serious and important services to offer, in conjunction with the others in terms of the funds we have available.

**Mrs. Campbell:** But you have already taken the position in so far as they are concerned, in their directives, that what is going to be done by staff. As to their assistance to children and their parents, which starts at an early level where we could do a little bit before the child is 14 years of age and seeking aid through this outrageous system, for \$29,601, which I don't think is an outrageous sum, you just might prevent a lot of the social chaos which is caused by the vacuum. You might, at the same time, save some money from vocational services at a later date. Try it, you may like it.

**Mr. McClellan:** If I may, Mr. Chairman, sort of in context with Mr. Lewis's remarks, refer you again to page 55 of the program and resource summary, we have heard that over 50 per cent of the appeals against rehabilitation services have been around perceptually-handicapped kids, we have the impression that the ministry is fighting applications from parents of perceptually-handi-



capped kids, case by case. Yet when you look at the budget book, you find a 14 per cent cut in last year's spending; you find that you budgeted yourself \$11.3 million and you spent \$8.2 million; you had a \$3.2 million surplus. You keep asking, "Where do the cuts get made?" This is where the cuts get made. We see how you make the cuts and what kind of hassles you put families through.

**Hon. Mr. Norton:** May I point out—just excuse me for a moment—there is a difference between a cut and under-expenditure in a program.

**Mr. McClellan:** We know how you achieve the under-expenditure of a program, we know very clearly how you achieve under-expenditure in the program; it's by denying service to the parents of perceptually-handicapped kids, among other ways.

**Hon. Mr. Norton:** That is nonsense. Let's at least keep this in perspective.

**Mr. McClellan:** It is not nonsense; that is the perspective.

**Hon. Mr. Norton:** I think that the comments of Mr. Lewis have at least acknowledged the complexity of the situation with respect to the decisions that my staff makes.

**Mr. Lewis:** Excuse me, it's not complexity I have acknowledged, it's absurdity I have acknowledged.

**Mr. McClellan:** You imposed the complexity, that's the absurdity.

**Hon. Mr. Norton:** I have referred to the complexity because of your response with respect to your impressions with the way that school boards, boards of education—

**Mr. Lewis:** Boards of education are hopeless in this situation; sure they are, I agree.

**Hon. Mr. Norton:** If on the one hand, my staff is presented with an opinion from a board of education saying, "We do have serv-

ices to meet the needs of this child"; and on the other hand we have presumably conflicting information much of the time, it's not an easy situation; it is not an easy situation for the staff.

**Mr. Lewis:** It is not easy for the parents or the kids.

**Hon. Mr. Norton:** No, of course not; all I am saying is let's at least acknowledge, I ask you, Mr. McClellan, that it is a complex and difficult situation.

**Mr. McClellan:** No, it is not.

**Mr. Lewis:** No.

**Mr. McClellan:** No, it is not. It is not that complex and it is not that difficult. If you wanted to deal with it as a government you could deal with it. Your government is not willing to deal with it as a government and that is the basic problem. You say it's Education and the Minister of Education says, "Well, sometime in the future I'll announce general guidelines"; but in the meantime you are saving money on vocational rehabilitation services by fighting, case by case, applications from parents of perceptually-handicapped kids.

**Mr. Lewis:** That's right.

**Mr. McClellan:** That is the simple fact of the matter. You can't gloss it over and you can't smooth it over; all your rhetoric, all your nice rhetoric—

**Hon. Mr. Norton:** My rhetoric?

**Mr. Lewis:** Yes, yours.

**Mr. McClellan:** —about preventive services yesterday is so much hog-wash, because these are the kinds of kids who get into so much trouble.

**Mr. Chairman:** On this note we will adjourn until tomorrow.

**Mr. Lewis:** At least you can see that the use of the word hog-wash applies, Mr. Chairman.

The committee adjourned at 6 p.m.

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**Ministry of Community and Social Services officials taking part**  
 Borczak, M., Chairman, Social Assistance Review Board  
 Gordon, A., Assistant Deputy Minister, Developmental Resources  
 Hunter, J., Director, Personnel Services Branch







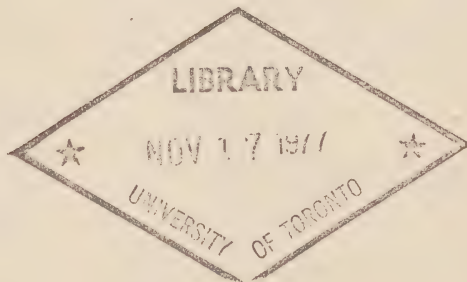
No. S-18

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

Wednesday, October 26, 1977

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, Q.C.

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# LEGISLATURE OF ONTARIO

WEDNESDAY, OCTOBER 26, 1977

The committee met at 2:05 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

On vote 2801, ministry administration system:

**Mr. Chairman:** I think when we finished up last, Mr. McClellan, you were spokesman.

**Mr. McClellan:** I would like to just finish off our party's interest in the first vote with a series of short questions, and then I gather the member for St. George (Mrs. Campbell) wants to conclude on the first vote. Then maybe we can spend the balance of the afternoon on the second vote. So, if I may, Mr. Chairman, they are mostly in the nature of a series of hopefully-short questions and answers and will take only a few minutes.

I am advised, Mr. Minister, that the ministry has commissioned a management consultant report to have a look at the adequacy of your administrative practices and procedures, since it relates to main office. Is that, in fact, true?

**Hon. Mr. Norton:** That is correct. That was commissioned back in the spring, shortly after I came to the ministry, in fact. In consultation with senior staff, I commissioned that study. I have not yet received a final draft. I expect to be receiving it shortly.

**Mr. McClellan:** Who's doing the report, may I ask?

**Hon. Mr. Norton:** The name of the firm is Currie Cooper.

**Mr. McClellan:** Can you share with us some of the concerns which prompted you to commission a management consultant study of the ministry?

**Hon. Mr. Norton:** Yes. For one thing, I'm sure you're as familiar as I am with the rate at which our ministry over the last few years has grown—and grown, in some cases, as a result of transfers of major programs from other ministries. It wasn't apparent to me at least, that there had been recently a major overall look at the effectiveness of the administrative relationships between the branches of the ministry, the question of the effectiveness of the financial control mechanisms, and so on within the ministry.

It was for those reasons that I made the decision to retain a consultant and to have a look at it with a view, I hoped, to recognizing that if we have a ministry with very competent staff, in some cases, I felt, it may be hindered in its work by some of the perhaps organizational problems that have resulted with these major spurts in growth. As a result of this I hoped we might be guided in making some changes in the organization of the ministry that would enable the staff to more effectively deliver the services that they are attempting to deliver.

**Mr. McClellan:** My understanding is that when a ministry commissions a management consultant's report, the manual of administration requires it to set out fairly precisely the problems that need to be addressed and the methods and procedures and processes that will be employed. Was that done in this case?

**Hon. Mr. Norton:** Yes, it was.

**Mr. McClellan:** Would you be willing to share that with members of the committee?

**Hon. Mr. Norton:** I see no reason why we couldn't. I don't have it with me at the present time.

**Mr. McClellan:** I think that would be helpful.

Secondly, would you undertake to share the final document with the committee?

**Hon. Mr. Norton:** I haven't seen the final document myself.

**Mr. McClellan:** You're expecting it, when? I'm sorry.

**Hon. Mr. Norton:** I expect it shortly. I understand that the final draft report is in preparation and may, in fact, be prepared. It hasn't been delivered to me yet.

I will not make a commitment as to timing. I think that, given the nature of the report, I feel a responsibility to my staff in the ministry to first discuss it with them and to share with them the results and the recommendations, and to seek their advice on how we might most effectively deal with it. I would be somewhat concerned, and I'll be very frank with you, that if it became a document in the public domain immediately, that process might well be undermined. Given the work that has gone into this on the



part of staff and the consultants and the sincere interest that there is in it, I'm not willing to risk having that undermined.

**Mr. McClellan:** In understanding the need for you to work these kinds of things through with staff, I would like some assurance that—and I put it crudely—the management consultant report won't be suppressed; that, in fact, it will be shared with all of us.

**Hon. Mr. Norton:** It's not my practice to suppress information.

**Mr. McClellan:** I didn't think so, no.

**Hon. Mr. Norton:** At such time, if I believe that it is in the best interests of the public and the ministry to release that information, once I have received it and assessed it I will do so.

[2:15]

**Mr. McClellan:** Thank you. May I ask, very briefly, a second question? Recurrent rumours abound that there are plans afoot to create a second ministry; to break the ministry in parts and to spring you off with your new model children's services army and leave the rest of it to the member for Ottawa West (Mr. Baetz). Would you put those rumours to rest?

**Hon. Mr. Norton:** If there are such plans they haven't been shared with me, I'll tell you that.

**Mr. McClellan:** You're quite happy to scotch those rumours?

**Mrs. Campbell:** He'll be the last to hear about it.

**Hon. Mr. Norton:** One doesn't like to make categorical denials, but I can assure you that I'm not aware of any such plans. And I suspect Mr. Baetz isn't either.

**Mr. McClellan:** I just want to say that I think that it would be an absolute disaster if this ministry were split into two ministries, which is the reason that I've taken the trouble to raise it at all.

**Hon. Mr. Norton:** I don't mean to make light of the point, but it's very confusing for me at times because one day I'm the cause of the disaster and the next day proposed changes might put someone else in the position of responsibility in the ministry—

**Mr. McClellan:** Disasters are quite endemic in the social development field.

**Mrs. Campbell:** I wouldn't say Ross was saying that you're off the hook.

**Mr. McClellan:** Not quite!

**Hon. Mr. Norton:** I wasn't taking it that way, but on the other hand if I listened seriously to all of your advice and put it all

together in the context at one time, I'm not sure that you offer any hope of avoiding disaster.

**Mr. McClellan:** I'm not sure that I do at all under the current regime.

**Mrs. Campbell:** Does the minister accept that "regime" title?

**Mr. McClellan:** I assume he does.

**Hon. Mr. Norton:** The regime? No, I was sure that wasn't serious and therefore I didn't feel it invited a response.

**Mrs. Campbell:** I'm sure that it isn't serious.

**Mr. McClellan:** May I ask a third question? Earlier in the fall—I'm sorry, I forget when—I raised the issue of the August 25 memorandum from Miss Crittenden—

**Hon. Mr. Norton:** I think I can probably give you the precise date. I recall that I was at a meeting in Edmonton at the time.

**Mr. McClellan:** Yes, you got very piqued because I wasn't aware of your itinerary. Although how I was supposed to be aware of your itinerary is beyond me. Let me ask you, though, why when—

**Hon. Mr. Norton:** Perhaps I was more piqued because you hadn't sought to clarify the meaning of the memo at the time.

**Mr. McClellan:** Let us seek to clarify it now. The memo is very unequivocal; I'll read it:

"A temporary freeze has been initiated effective immediately on all approvals for new programs, projects and other expenditures not already approved. This means that no new contracts, purchase-of-service arrangements, capital facilities or grant proposals will be entertained until further notice."

That took place at a time when there was a hiring freeze imposed by the government. This is not a hiring freeze. This is a program freeze. It is my understanding, and it is my knowledge, that proposals from district work groups were being affected by this program freeze. I want to know, in the name of sanity, why you interpreted a government hiring freeze policy to mean a program freeze and, secondly, how long it lasted and when it ceased to be in effect.

**Hon. Mr. Norton:** They're not one and the same thing, although they are related. As you are aware, that particular memorandum was sent by my deputy at my request at a time when, if you recall—I guess perhaps you would know more from subsequent statements—we were reviewing our position, not just our ministry but all ministries, with respect to the shortfall in revenues.

The memorandum, as you can see, did not place a freeze on all activity within the min-

istry but any new approvals of programs and expenditures for a period of time, which allowed the staff to assess fully our position in terms of our projected expenditures and commitments through to the end of the fiscal year. I felt that in the face of the shortfall in revenues and the potential impact it might have in the ministry, I wanted a very clear picture of where we were precisely at this point in the year so that if there was any possibility of it having an impact on programs I would be well aware of it before we got into it. So as soon as that assessment had been completed the freeze was lifted. I am not sure of the exact date, but there was a subsequent memorandum. I don't know whether you recall the dates but it was within the last two weeks I think.

**Dr. Crittenden:** A week ago.

**Mr. McClellan:** It lasted from August 25 until two weeks ago?

**Hon. Mr. Norton:** Yes, now I want you to understand—

**Mr. McClellan:** What happened to the proposals from the district working groups in the meantime? That is pretty serious.

**Hon. Mr. Norton:** The proposals were still forthcoming, and I want to make it clear that it did not affect those proposals which were already on stream—

**Mr. McClellan:** My information is that it did.

**Hon. Mr. Norton:** —and there had been some which had been processed or were being processed at that time. As I said, it did not mean that the ministry ground to a halt. There was a lot of work and—

**Mr. McClellan:** I think you should double-check on that.

**Hon. Mr. Norton:** —there were approvals, there was money being flowed throughout that period. It was new proposals on which we were not giving approval for the period of the freeze. We had to assess the situation fully.

**Mr. McClellan:** My suggestion is that you review that.

**Hon. Mr. Norton:** If you take into consideration all of the circumstances at the time, and placed yourself in that kind of situation, I really think that if you were responsible you would take a similar kind of action in order to ensure the viability of the programs and your ability to meet the commitments that you had made, and that is precisely what was done first.

**Mr. McClellan:** If I was in the middle of a social service cutback program that is what I would have done.

**Hon. Mr. Norton:** There has been no cutback in terms of our programs. There has been no cutback and there is no projected cutback in our programs.

**Mr. Warner:** Just no money.

**Mr. McClellan:** Just no money. Just financial constraints.

**Hon. Mr. Norton:** There are some areas where we do not have capital for some programs, but we do have money for maintaining the programs that we have.

**Mrs. Campbell:** At what level? That's the problem.

**Hon. Mr. Norton:** At least at the present level.

**Mr. McClellan:** You are restoring some programs to 1975-76 levels and then you are saying that you are moving ahead.

**Hon. Mr. Norton:** What programs are you talking about?

**Mr. McClellan:** We will get into that in the votes—vocational rehabilitation, for example, visiting homemakers and other preventive social services. Where you have cut you are now putting them back up to your pre-cut levels.

**Hon. Mr. Norton:** I want to emphasize, as I mentioned the other day, that your use of the word "cut" to apply to unexpended funds in a given fiscal year is not accurate.

**Mr. McClellan:** It is accurate. You may disagree.

**Hon. Mr. Norton:** The fact that the ministry may have estimated a certain figure and then subsequently, at the end of the fiscal year or during the fiscal year, realized that the program was not being picked up as much as was anticipated, or whatever, and ended up with surplus funds, so you look at the actual expenditure and it is lower, does not mean that there was a cutback.

**Mr. McClellan:** Let me put it a different way. You are saving money in social services. If you don't want to say that you are cutting, you are affecting—

**Hon. Mr. Norton:** If you are implying that there is a policy to save money, no. If you mean—

**Mr. McClellan:** I am sure there is.

**Hon. Mr. Norton:** —that because certain funds may not have been expended in a given fiscal year, yes that does happen, but that is not saving money.

**Mr. McClellan:** Yes, it is. Sure it is.

**Hon. Mr. Norton:** I suppose if you want to quibble—



**Mr. McClellan:** Let's not say "Yes, it is," "No, it isn't"—

**Hon. Mr. Norton:** —you can say if you have \$100 in your pocket and you only blow \$90 of it, you save \$10. I am not sure whether that is saving money or just that you have not expended all your funds.

**Mr. McClellan:** You make it impossible or inordinately difficult for people to pick the money up. You present Hobson's choices to municipalities around whether they will accept your programs or not, and when they decide that they simply cannot afford to increase the property tax, then you say, "Well, it is somebody else's responsibility." Let's not belabour it now, because we will have an opportunity to come back to it in the vote.

**Hon. Mr. Norton:** Some municipalities don't seem to have a crisis of conscience in raising their property taxes for some of the other things they get involved in.

**Mrs. Campbell:** Don't look at me.

**Hon. Mr. Norton:** No, I was looking at you but not implying anything.

**Mrs. Campbell:** That is the city of Toronto.

**Mr. McClellan:** I don't want to belabour this point. I am disappointed in your response and I am especially disappointed that you have ignored a number of remarks that I have made with respect to project proposals from district working groups. Just listen for a minute, just listen. I'm not trying to skewer you on this—

**Hon. Mr. Norton:** Be prepared to extend the same courtesy.

**Mr. McClellan:** Don't push me to the wall. My information is that projects which were well in process and which had been vetted at the district level and were in the works were being affected by this freeze.

I cannot be specific for obvious reasons. My suggestion to you is that you review what was happening to proposals from the district working groups during that freeze period and satisfy yourself. That's the only point I'm making with respect to that.

**Hon. Mr. Norton:** If I may respond now: I think I am well aware of what happened. There may have been some projects which had been to the district working group and were delayed temporarily by the freeze.

I also want to emphasize an additional process engaged in a great deal of the time by the staff was a very intensive review of the proposals that had not reached the final approval state, but where the commitment of the community group or the local association was such that they would be harmed by the delay. They were dealt with separately and the approvals were expedited in spite of the freeze.

**Mr. McClellan:** I'm taking more time than I wanted to take and we can come back to this stuff on the votes.

Let me make two short points. One with respect to your grants, which comes under item 1 of vote 2801. I just wanted to comment in passing that the \$66,000 grant to the Ontario Welfare Council is really pretty sad. They depend on two funding sources, the United Community Fund and the provincial grant.

As long as you are not prepared to fund the OWC at anything approaching an adequate level in terms of core funding, you are simply saying that you don't want any kind of independent social policy analysis body operating in this province with respect to provincial social development policy. That's the simple consequence of that kind of a grants policy.

Before you—just be calm—try to justify that right off the top of your head, have a look at the relationship between the federal government and the CCSD in terms of core funding and even at the relationship between Metro Toronto and the social planning councils which isn't very adequate but I suppose relatively it's better than your relationship to the OWC.

The OWC is in danger of going down the drain, as you well know, because of their financial position. They have virtually no staff left and their capacity to do a job has been seriously undermined over the last few years. You should simply review that.

Let me just finish up by asking if I may since we have, during the estimates debate, the luxury of having your staff in a sense at our disposal to provide information, if I may ask before we get to—

**Mrs. Campbell:** Would that it were so.

**Mr. McClellan:** In a sense, it's so.

**Hon. Mr. Norton:** We haven't been denying you information.

**Mr. McClellan:** May I ask if your staff, before we get to the vote on developmental services, could give us some breakdown regarding the admissions to schedule 1 facilities for 1976. There were 1,565 people, this is on page 33 of your annual report. There were 1,565 persons admitted to schedule 1 facilities during 1976, but there's no way of knowing what kind of a population this is and I would like to have a breakdown of that population, if it's possible, by age and by degree of retardation before we get to the developmental services vote. I assume you used the fourfold classification by IQs.

[2:30]



**Hon. Mr. Norton:** Dr. Farmer is here. I don't know that he has that information with him at this point or not.

**Mr. McClellan:** No, I don't want it now. I want to have it before we get to the third vote some time next week.

**Hon. Mr. Norton:** I think we can provide you with that by the first of the week.

**Mrs. Campbell:** I understand the minister now has the figures with reference to the discrepancies of over \$24 million for—

**Hon. Mr. Norton:** I'm sorry. In the figures that I gave you yesterday, I hadn't added up the column.

**Mrs. Campbell:** I added them up.

**Hon. Mr. Norton:** I think it totalled \$20.5 million.

**Mrs. Campbell:** That's what I have.

**Hon. Mr. Norton:** Now, in addition to that, what I didn't have on my list yesterday was that there were some constraints on capital in the area of children's mental health centres, in more MR day nurseries and non-MR day nurseries, largely as a result of either cancellations of plans that had taken place by the municipalities or agencies, or deferral of their commencement. In the children's mental health centres that capital amounted to \$200,000.

**Mrs. Campbell:** Two hundred thousand dollars for children's mental health?

**Hon. Mr. Norton:** That's right, and the MR day nurseries \$100,000; non-MR day nurseries \$100,000. In the research and demonstration projects, \$100,000 of that budget was constrained.

**Mrs. Campbell:** I'm sorry. You're going too fast for me. What was the last one?

**Hon. Mr. Norton:** Research and demonstration projects \$100,000. In management information systems developments, as a result of the deferral of some projects, there was a constraint of \$500,000.

**Mr. McClellan:** There was a 50 per cent constraint there?

**Hon. Mr. Norton:** Five hundred thousand dollars was constrained in that budget.

**Mrs. Campbell:** Five hundred thousand dollars?

**Mr. McClellan:** Constrained?

**Mrs. Campbell:** Constrained, restrained—it ain't there.

**Hon. Mr. Norton:** No. It's not at the present time available for expenditure.

**Mr. McClellan:** Would you say it was cut?

**Hon. Mr. Norton:** I suppose one might use that word. But it means that we have been

advised after consultation by Management Board that they have constrained those funds in that budget.

**Mr. McClellan:** When you say "constrained" in this sense, though, you mean cut? Is that what you're trying to communicate?

**Hon. Mr. Norton:** Well, I mean those funds are not available to us for expenditure for the balance of this fiscal year.

**Mr. McClellan:** Why don't you just say "cut"?

**Mr. Warner:** You're not cutting. You just don't have any money.

**Hon. Mr. Norton:** The youth employment program for senior citizens and the disabled—

**Mrs. Campbell:** Youth employment?

**Hon. Mr. Norton:** Yes. I'm sorry, I misinformed you yesterday. I was not aware that this figure had been part of that total of \$23.5 million. But as a result of the failure of municipalities to take up the program at the rate we had expected, there was \$1 million constrained there.

**Mrs. Campbell:** A million dollars out of what? What was the total originally?

**Hon. Mr. Norton:** Two point five million dollars for the balance of this fiscal year.

**Mr. McClellan:** Fifty per cent constrained there.

**Hon. Mr. Norton:** All right, but I want to assure you of this. It doesn't mean we are cutting back that program. What it means simply is that the money was allocated and was clearly not going to be spent by the end of the fiscal year. So when they were looking for areas where funds were not going to be expended, that seemed to be an area where there was \$1 million. We still have ample money in that program, at the rate in which it's being taken up because of the lag time.

**Mrs. Campbell:** Yes, that's the point I was trying to make and you said—

Interjection.

**Mrs. Campbell:** No, I don't recall. I haven't seen the Hansard. It was late today.

**Hon. Mr. Norton:** I apologize. I realized when I saw that figure on this additional list which I received only today, I mean in terms of breakdown, that I had indicated to you yesterday that I didn't think those funds were part of the constraint. I also want to emphasize the fact that the funds might be constrained does not mean that if, for example, in that program, we reached the exhaustion of our funds that are at present there, we could not go to Management Board and ask

to have that constraint lifted, or a portion of it, in order to carry on the program. It doesn't alter our commitment to the program. It means that those funds were identified as funds that did not appear likely to be expended by the end of the fiscal year.

As you recall, in the Treasurer's (Mr. McKeough) announcement about government-wide staffing constraints, it was anticipated there would be a \$1-million figure in that which would be unexpended.

**Mrs. Campbell:** Are those salaries and wages, fringe benefits or what? Or the whole package?

**Hon. Mr. Norton:** I presume the whole package.

**Mrs. Campbell:** How much, \$1 million?

**Hon. Mr. Norton:** Yes, \$1 million. That totals \$23.5 million which is the figure. I'm sorry, it is just salaries. I have just been corrected by our director of personnel.

**Mrs. Campbell:** Just salaries, I see. So there still seems to be a discrepancy.

**Hon. Mr. Norton:** It might be that the Treasurer was using a rounded figure. I don't know, but these are our figures.

**Mrs. Campbell:** I hope if he makes a financial report we don't round the figures too much. We have to rely on some of this information occasionally. I appreciate the clarification of these figures. I'm not going to go into any of them at this point, I think some of them can be brought up in the vote.

Before I leave this, however, the minister may recall—I shall be alluding to it later in the income maintenance vote—that I did pose the question, what has the ministry got against women? Since our discussion about the battered wives crisis centres and no funding, I have this material from the New York Times of Sunday, October 9, 1977. I bring it up in the hope that perhaps we could get some approach from this ministry from the point of view of protecting the male if we can't protect the female.

At this conference, there were women who gave evidence as to their battering. In one case, a woman was married to an engineer, living in a 22-room mansion with her husband and five children. For 29 years she was also a battered wife. After nine years, the beatings had so disfigured her face that she required plastic surgery. The meeting's significance was heightened by the knowledge that another battered wife, Roxanne Gay—this is in the report—waited less than 50 miles away in the Camden county jail for trial on charges she killed her husband.

Perhaps if you are interested only in the male, you might be concerned about protect-

ing them from being murdered by battered wives. Can I get at you on that basis? Perhaps you might ask Mr. Drea if the increase in violence by women has any relation to this kind of situation.

Paula Webster, a member of the United States Commission on civil rights, told the conference that women were battered three times more often than they were raped. At the rate of rape, that is, reported rape in this province today, it becomes rather monumental. She went on to say wife beating is an implicit cultural norm, not the result of women bringing on the beatings of men frustrated by their jobs or drunk. Men beat women because society has given them that privilege, she said. If the society of men cannot see their way clear to abolish that privilege, women will have to do it themselves.

In the case of this lady, held for trial presumably, she is five feet two and weighs 110 pounds. She told prosecutors that she had fatally stabbed her six-foot-five-inch-tall, 265-pound husband, Blenda, a professional football player with the Philadelphia Eagles, after suffering a series of brutal beatings.

May I suggest that you might reconsider your position with reference to these women, if only from the point of view of protecting the male in our society.

**Hon. Mr. Norton:** I think I can assure you the bias that you imply is in fact not there. I think I would be quite willing to agree that there are certain matters that we have inherited and that do deserve another look in terms, even in some of our programs, of implicit biases. I'm thinking, for example, of income support programs. There are biases there that are, I suppose, historic in their origin and do require a fresh look. But I hope you are not suggesting that I or the ministry alone bears the full responsibility for the kinds of tragedies that you have just related to us. I am sure that is not your intention, but—

**Mrs. Campbell:** No.

**Hon. Mr. Norton:**—I think the attack on those kinds of—if as implied in that story, it is regarded as a cultural norm—then I think it requires a pretty massive attack by our society on that. That involves far more than our ministry.

**Mrs. Campbell:** You could give great leadership.

**Hon. Mr. Norton:** I don't wish to elaborate at this point, but I have considered and discussed with certain leaders of other institutions in our society the possibility of convening a meeting of some of the leaders of those institutions which I feel could be very in-



fluent in trying to have an impact on some of these things.

**Mrs. Campbell:** I presume that that implies that we still use the rough rule of thumb in this country as they did in England hundreds of years ago? Would you say that is so?

**Hon. Mr. Norton:** Sorry, rough rule of thumb about what?

**Mrs. Campbell:** The rap rule of thumb.

**Hon. Mr. Norton:** I am not sure what you mean by the rough rule of thumb.

**Mrs. Campbell:** The rap rule of thumb was the rule which was traditionally applied in England, whereby as long as the husband did not beat his wife with a stick that was larger than his thumb, it was permissible. It seems to me that that is still in vogue today.

**Hon. Mr. Norton:** I hope not and I think that we are—

**Mrs. Campbell:** This seems to imply it.

**Hon. Mr. Norton:** Yes, but that is an American example, of course.

**Mrs. Campbell:** There isn't a difference.

**Hon. Mr. Norton:** I am not suggesting that it does not occur in this country—

**Mrs. Campbell:** You'd better not.

**Hon. Mr. Norton:** I am suggesting that I know, and I am sure you do from your experience on the bench, that there are many tragic cases that do come before the courts, especially the family courts in this country.

**Mrs. Campbell:** There certainly are; and many that never see the light of day, just by rumour.

**Hon. Mr. Norton:** That is right.

**Mrs. Campbell:** Would you then at least go this far with me and investigate, so far as you can through children's aid societies, through the family services, any kind of information you can get so that you can come to some conclusions on this which might be more positive? Now that you are not going to be wasting money in your ministry, now that everything is going to be "hunky-dory," maybe a little bit of the money that you would otherwise waste might be used for this purpose.

**Hon. Mr. Norton:** One of the things that has given us great impetus is to take a look at ways in which we might, through reorganization or otherwise, make some savings that could be applied. I think realistically, given the economic situation, we cannot really expect massive new infusions of funds. Therefore, I think it is incumbent upon us to look for ways in which we can more efficiently and effectively deliver services and perhaps expand, as a result of some savings, in that direction.

**Mrs. Campbell:** Mr. Chairman, you may recall that the minister invited me to suggest some areas where we might be able to affect service without affecting the overall budget. One of the places I suggested was to eliminate the waste, which accrued to the point of over \$19 million over a period.

[2:45]

**Hon. Mr. Norton:** Certainly. As I said yesterday in response to your concern about that, it is a matter that we have been addressing ourselves to. Although I know \$19 million is a very large sum of money, I think it has to be viewed in the context of the amount of money that flowed during that period of time in which those overpayments occurred, and clearly indicate that it amounts to an overpayment of about one per cent.

**Mrs. Campbell:** That isn't acceptable.

**Hon. Mr. Norton:** I'm not suggesting that it is, but I'm suggesting that puts it in a somewhat different context. That gives it perhaps a little more realistic perspective. I'm not suggesting it's an excuse.

**Mr. Cooke:** I just have a very brief question. I know we want to get on to the next vote. There's a statistic in the Social Assistance Review Board report that I just could not let pass without asking something on it. I think on page 11 it describes the geographical locations of the applicants and it lists a number of cities. In Windsor there were 316 appeals heard in 1976-77. Comparing that to other cities of comparable size it seems to be away out of whack. It's about 300 per cent higher than it was last year. I wondered if there was any explanation for that.

**Hon. Mr. Norton:** I personally don't know of one.

**Mr. Boreczak:** Mr. Chairman, as far as this table is concerned, it's not very helpful to the member in respect to this question. We haven't the capability of making an analysis as to why there is a higher ratio of appeals from one community as against another one. I can only tell you a little bit of the kinds of things we're experiencing as far as Windsor is concerned, but I can't offer any definite views as to why this is happening.

Most of these are in the area of the employable unemployed. These are the kinds of cases that come in under the regulation which requires that an employable unemployed person seek whatever employment is available, whether it's full-time, part-time or casual employment, and that the person must make himself available. Most of these cases are in that area. These are persons who are found to be not eligible because they—

**Mr. Cooke:** They'd be general welfare applications.



**Mr. Borczak:** That's right. If there's any sort of employment that's available, in the opinion of the administrator, and if the administrator identifies specific areas for employment and refers the applicant to that employment—it may only be of a casual type, it may be of a temporary type—the person is required under these regulations to seek such employment. We find that in many of these cases, the administrator reaches the decision that the person has failed that test, and hence the appeals to us.

We find another thing that is happening in these, which seems to go with this kind of case, is that there has been a fairly large percentage of cases where the person fails to show up. The hearing is set up, the dates are set up, all of the arrangements are made, we get no advice that the person isn't going to show up, yet when the hearing is held we find the person doesn't show up. I would say that in by far the great majority of the cases where the person fails to show, it is in this kind of situation.

**Mr. Cooke:** Could I get a breakdown then at some point as to where these 316 fall and how many of the appeals were rejected and how many were approved?

**Mr. Borczak:** Yes, it'll take us a little while but we will do it.

**Mr. Cooke:** That's no problem.

I've gone into a number of these appeal hearings and I really think the case is stacked against the client who is appealing. They go into the hearing and don't know what to expect. There's been absolutely no preparation unless they've contacted an MPP or someone else. Some probably use lawyers, but not many would go to that extent for a hearing.

When they're applying for a disability pension, I find the medical review board doesn't supply any of the medical information to the boards that travel around, and doctors don't like to make one copy of things, much less two or three copies. The review board has no medical information and applications are rejected on that basis.

The ministry has some obligations to these people to have their cases adequately prepared for this social assistance review board, whether it's something like having duty counsel, or the field workers prepare them. They go in there now, they're not prepared and chances of them winning are very unlikely.

**Hon. Mr. Norton:** You've identified one area of considerable concern to me and I'm sure the staff as well—the whole boundary of medical information. In my experience it's very common to have disparate medical

opinions about the same person. It is confusing and frustrating to the individual who has been told by one doctor he is disabled only to find the medical review board views him otherwise. I would like to see if there isn't something we could do to clear up that kind of confusion.

**Mr. Cooke:** I don't know why the medical review board couldn't pass the medical information on to the review board before which the client must go. It certainly wouldn't prejudice the case at all. It's just facts.

**Hon. Mr. Norton:** I'm not sure at what point that comes at the present time.

**Mr. Borczak:** Mr. Minister, this is a problem the board has been facing all along. If you look at page 29 of the annual report of the board, which I believe all members have, you will see just the point the member was making—that a relatively small proportion of persons receive some kind of assistance in putting their case before the board. You will see that slightly over five per cent have some kind of legal assistance, either through a legal clinic or through a private solicitor.

There is a very small number of persons who have been assisted by citizen groups and that's almost inconsequential—just nine cases out of 2,900. The bulk of them are persons who are appearing on their own, sometimes with a friend, usually a relative or a neighbour or some such person. This does pose a problem and I think it's a real one for many people.

When we come to the more complex kind of cases, where there is a medical element involving eligibility, we must take a decision on the basis of the evidence put before us. Sometimes the appellant brings the medical evidence submitted to the director and therefore to the medical advisory board. Sometimes a copy of that medical is presented to the board, which is helpful. But in most cases that doesn't occur.

It would be of benefit to appellants and to the board if there were a way of having that evidence put before the board, so that the medical reports submitted to the director and therefore to the medical advisory board also came before the board of review.

There may be some problems involved. Under the law, whatever evidence is put before the board, must be made available to the parties to the hearing. It means if the director of family benefits were to submit medical reports to our board, he would be required, under law, to submit copies of those reports to the appellant. The appellant

isn't necessarily aware of what is contained in the medical report. The report is completed by the examining physician and frequently the appellant has not seen it.

When you're dealing with situations where you might be dealing with mental illness, with emotional problems, with serious terminal situations such as cancer and so on, it remains a serious question as to whether the appellant should be given that kind of document. So there are problems that have to be resolved.

**Mr. Cooke:** But if they don't have those documents it's pretty hard for them to defend themselves in an appeal.

**Mr. Borczak:** That consideration has to be examined. That problem has to be examined carefully in anything that may be done. In my view, though—

**Mrs. Campbell:** If they have a fatal illness they wouldn't be at the appeal level, I would hope.

**Mr. Borczak:** We have any number of cases where this is the situation and the person apparently has not been aware of that, when someone has decided that they will not be given that information that directly. This happens frequently enough that I believe it is a problem that has to be considered before a final arrangement is made on how additional evidence can be put before a board.

**Mr. Cooke:** Certainly those are minor enough problems that the bureaucracy should be able to bend to help these people out and make the process work a little bit better. We have things called photocopy machines. They could just send off copies to the clients and send off extra copies to the Social Assistance Review Board. I'm getting a little sick and tired of having to phone doctors because the doctor refuses to give the information to the client and says that if he or she wants the information, they'll have to make another appointment, which they can't get for two or three months. By that time the hearing's over and they have to wait again.

**Hon. Mr. Norton:** I can assure you that is something we will pursue. I'm sure you appreciate the dilemma that Mr. Borczak and his board will be in, faced with that kind of information, if they were the ones who had to make the decision as to whether it should be disclosed to the person, especially if it were in a very sensitive kind of area. It's not a problem that's restricted to this process alone but to the whole area of disclosure of medical information to a patient. It goes well beyond this particular process.

**Mr. B. Newman:** The fact that only five per cent of the appellants receive assistance—listen, I can tell you something too, that peo-

ple are going through various types of emotional problems. They're under real stress. The fact that they're going to need someone is very hard for some people to face, and I think that you have to bend over backwards to accommodate some of these people.

Why don't you set up the procedure similar to the UIC? If an individual wants to appeal, he can appeal. He doesn't have to wait for you people to come into town or have everything sent to them. I've had a case where the individual appealed on September 20 and there's still no reply. How long does he wait? What does he do in the meantime for financial assistance?

**Mr. Borczak:** As far as continuity of assistance is concerned there is provision in the legislation that the board has the power to order that assistance be continued during the period of appeal. In practice, this is very seldom necessary for the board to do, because the practice is general that the municipalities continue assistance. Most of the appeals that come before us, let's say in DWA, are of the nature that the municipalities have made a decision that is adverse to the appellant but have gone on to report that the allowance is continuing pending the decision of the board.

**Mr. B. Newman:** Does the allowance continue pending the final disposition of the case in front of the appeal board?

**Mr. Borczak:** In most cases.

**Mr. B. Newman:** In most cases, but it doesn't always.

**Mr. Borczak:** When it doesn't, when the matter is brought to our board, then we exercise the power which we have and order assistance to be paid. We've done that and we're prepared to do that at any time that it is demonstrated to us that there is need and that the municipality has failed to continue assistance.

**Mr. B. Newman:** How long after the individual has been turned down and appeals is the appeal heard? What's the time lapse there?

**Mr. Borczak:** We have been running generally around 95 per cent of the cases being heard within 40 days.

**Mr. B. Newman:** Within 40 days?

**Mr. Borczak:** Yes. That is the requirement of a provision in the regulations.

**Mr. B. Newman:** Put yourself in the other person's shoes, having to wait 40 days for a decision.

**Mr. Borczak:** You will recall that they are still receiving assistance. They are getting assistance while this is pending.

[3:00]

**Mr. B. Newman:** Imagine a person on UIC waiting 40 days. I don't think a person



should have to wait that long. Surely you can expedite, speed up the procedure. If you are limited in manpower you can take care of that quite easily.

**Hon. Mr. Norton:** As recently as within the past few months the board was increased in strength by two—

**Mr. B. Newman:** By two again, yes.

**Hon. Mr. Norton:** —in response to that very kind of problem. I don't know at this point precisely what the impact of that increase will be in terms of speeding the process, but that was the intention.

**Mr. B. Newman:** Is there something wrong with having two individuals in a larger community who could act as the appeal board?

**Hon. Mr. Norton:** I suppose a procedure such as that could work if the individuals were familiar with the legislation. I think the added complexity in this case as opposed to the UIC situation is that the appeals might well come under different pieces of legislation and different regulations. Although I suppose a decision could be handled by lay persons, there would have to be some assurance that they were familiar with the legislation.

**Mr. B. Newman:** They could always be in contact by telephone with the main office if there's a grey area which they have to decide on, to dispose of the case. I think to wait for 40 days, that's—

**Mr. Borczak:** If I may make one comment on that, Mr. Chairman. When you look at the geographical location of these cases—in table seven and its supplements there—we held hearings in 421 communities throughout Ontario last year so that when one thinks about having people placed somewhere throughout the province, one has, in my view, to consider a fairly large body of people who would have to compromise the appeal board. I don't think one can handle that with a relatively small number.

When one thinks in terms of being prepared to hold hearings in as many as 421 communities one has to think in terms of perhaps large geographic regions and so on. So one starts again to create a fairly large unit. It is possible, of course, to create regional boards. If one does that, then I think a more complicated procedure has to follow because under the present procedure board members travel to the community of the individual. Board members travel to all of these listed communities and they hold the hearings, if necessary, in the home of the individual.

If you move away from that approach and have the appellants come to the board mem-

bers and if you have regional structure then you've got a massive undertaking here of arranging travel for the appellants, hotel accommodations, living accommodations, all that sort of thing.

We are of the view that that would be much more complex and might tend to make the whole procedure much more difficult than to have all of the travelling done by a small group of people, the 18 or 20 members involved. They're the only people who've got to make these connections and the appellant remains in his own locale.

It is this kind of consideration that has led us to the view that a board which is prepared to travel throughout the province is perhaps more effective.

**Mr. B. Newman:** It may be more effective, but we are talking about people who are in dire need at many times. Surely we should be placing priorities on them and not worrying about board members and so forth. If the UIC can develop a setup in each of the larger communities, surely you could do exactly that same thing in the larger communities of Ontario.

The rent review board didn't have any problem setting up; from scratch they set up. I don't think it's an ideal setup, but at least they did establish local offices.

Surely you could do exactly the same thing. There are enough people on the local level. For example, in my own community, there is a man who just retired two years ago and he would be available. I think he would be a fairly ideal individual to have heading a group in the city of Windsor.

**Hon. Mr. Norton:** I'm certainly prepared to explore that. I realize there is a problem here. The case load of appeals is growing at a tremendous rate. This, as you see, for the figures of the last fiscal year is just under 3,000 and I think your projections for this year will probably exceed 4,000.

**Mr. Borczak:** Yes, but we received 3,644 applications last year, which was a 50 per cent increase over the previous year, and our present projection is that we are going to be hitting about the 4,000 mark this coming year.

**Mr. B. Newman:** But if unemployment keeps increasing you are going to hit well over the 4,000 mark. You have got to be prepared for it. I just cannot see anyone waiting as long as you require them to wait before a decision is rendered. I just cannot at all.

**Hon. Mr. Norton:** As I say, we are quite prepared to explore any suggestions—



**Mr. B. Newman:** Simply "explore" is not good enough. Give us an undertaking that you will do something about it. Just exploring is nothing; you can look at a problem and study the problem forever, but no action after the exploring is nothing.

**Hon. Mr. Norton:** That is the first step. I say I am prepared to take the first step and if it indicates—

**Mrs. Campbell:** A baby step forward.

**Hon. Mr. Norton:** You are too gentle.

**Mr. Cooke:** So next year when we go through this again in the estimates, you will have all the answers?

**Mr. B. Newman:** They will have a new minister and then they will have the answers.

**Hon. Mr. Norton:** You will have the answers if I am around.

**Mr. Cooke:** No, I mean all these problems that we have raised. You will have the answers to them and know how you are going to correct them?

**Hon. Mr. Norton:** Perhaps we will even have had them corrected by then.

**Mr. Cooke:** That would be a treat.

**Hon. Mr. Norton:** We are certainly working on it.

Vote 2801 agreed to.

**An hon. member:** Even the minister's salary?

**Hon. Mr. Norton:** I thought that for sure, since I am a bachelor, you would hack at that. I mean, I could live on less.

On vote 2802, social resources program:

**Mr. McClellan:** May I suggest that we go back to Mrs. Campbell's suggestion? Does it make sense to deal with all three items simultaneously under this vote, or would you rather proceed item by item?

**Mrs. Campbell:** I have nothing to say on the first vote. I could have, but I think we are going to run out of time for some of the more important ones. Income maintenance is something that is big enough to be dealt with separately. It is a large item. My suggestion really pertained, as I recall it, to the whole of vote 2801. But I am easy.

**Mr. McClellan:** Do you have any objection to dealing with the whole, with all three items at the same time?

**Mr. Chairman:** Is it agreeable? There are only three items in this vote anyway.

Agreed.

**Mrs. Campbell:** I will deal basically with the income maintenance program because it is the part which I think concerns me, particularly. You will recall that in my opening

remarks I asked why it was, for example, that a disabled male who is dependent on his spouse for support and maintenance is eligible to apply for an allowance whereas a disabled female is not. Your answer is that there is no discrimination. May I know what the rationale is for that decision, taking the Dependents' Relief Act in reverse, as it used to apply.

**Hon. Mr. Norton:** That falls into the category that I referred to in my response to you following your reading into the record of the article, as one of the anomalies that exist in the law that we should take a fresh look at.

As near as I can tell, it presumably grew up at the time when the presumption was that the head of the family was the husband. I can think of no other logical explanation.

**Mrs. Campbell:** Notwithstanding International Women's Year or anything else, it hasn't changed.

**Hon. Mr. Norton:** No, it hasn't. The rule of thumb has gone away, though.

**Mrs. Campbell:** No, it hasn't. We've established that. Does this mean that this is part of your package that we will see, or what is the status of this?

**Hon. Mr. Norton:** The status at the moment is unchanged. There are a number of areas of legislation that I wish to have a look at. That is one, and I can indicate to you that another area which I find a source of great frustration for our client group is the kind of distinction that exists between the permanently unemployable and the disabled.

**Mrs. Campbell:** Oh.

**Hon. Mr. Norton:** There are a number of areas that I would like to see if we can reform. One of the problems is that in some of these areas the change would require a very substantial increase in expenditures as well. I am not saying that is a reason not to do it, I am just cautioning you. I am sure you are aware that it does involve, in some cases, a considerable increase in expenditure of funds. I think that should not be a deterrent from reviewing them.

There are some other complications, as well, but they are related to our relationship with the federal government in terms of cost sharing, which also have to be taken into consideration in contemplating changes of that nature.

**Mrs. Campbell:** My information is that in several of the items you have referred to there is no problem. They have been raised from time to time, and I have to say, not as reasons but as excuses, and the excuses haven't in other cases held up.

You know what I have found, as I have gone through one ministry after another? Whenever you come in this government to try to find a way to give equality to women, you don't do it unless you can find some way of giving more to the men. This may well be another case. I really am angry about it. Why, in this day, should this kind of limitation be on in your ministry?

**Hon. Mr. Norton:** In terms of your general accusation, I am not sure what you are thinking of in terms of giving more to men. .

**Mrs. Campbell:** Oh, I was thinking of the employment standards. You made an amendment there to give greater equality to women, and then what you did was to say, "We'll eliminate their right to have any cab service when they're working the graveyard shift."

I am thinking of child welfare, where you brought in an amendment to say, for example, "We want to make it absolutely clear and unambiguous that both spouses have equal responsibility for the maintenance of a child," but left in the Act the old provision that only the husband had the right to determine the religion of a child. It's little things like that.

[3:15]

I'm also suggesting that you've done exactly the same thing in some other things in the family law bills. I think fair is fair but this is just—and I don't know how long it's going to take you to find some way of giving the male some kind of offsetting goody to make up for this discrimination before you remove it.

**Hon. Mr. Norton:** I can tell you precisely; if that was the kind of trade-off I were looking for—and I can assure you it's not—there is one obvious area, and that's in FBA benefits for single-parent families which are father-led.

**Mrs. Campbell:** I have led the battle on that one too. You're not telling me anything new.

**Hon. Mr. Norton:** I'm glad to hear that you're not crusading only for women but that you're equally disposed to men.

**Mrs. Campbell:** I have never crusaded only for women, Mr. Chairman.

**Hon. Mr. Norton:** We are doing it at the present time by order in council, of course.

**Mrs. Campbell:** I've been concerned about discrimination wherever I see it.

In my opening remarks I also addressed my concerns—and the objective and purpose is so beautifully worded and so meaningless

that it makes me a little ill—about the physically handicapped and the failure of government policy; that related, of course, to the amount which a disabled person on FBA GAINS-D was able to earn without running into a deficit position with your ministry.

I think I read the examples. Is the minister now prepared to address himself to them so I don't need to go over them all again? Or does he want me to go over them all again?

**Hon. Mr. Norton:** Do you mean the calculations that you read out?

**Mrs. Campbell:** All I had to say was that the physically handicapped who receive FBA GAINS-D allowances are penalized by a 75 per cent tax-back on money earned over and above the provincial benefits allowance.

**Hon. Mr. Norton:** Yes. Now what were you inviting me to do with respect to that? I'm aware of that predicament.

**Mrs. Campbell:** Your whole trend in this vote is to maintain the well-being of recipients to enable them to participate as useful members of society. What has happened so often in this ministry in the past—I hope it's going to improve—is you do everything possible to make it impossible for anybody to do any of those things. You put all sorts of barriers in their way.

As I have said—and I'm sick of saying it but I'm going to say it again—ever since I have addressed myself to these estimates, I have really pointed out that at this point in time it's a heroic action for somebody to get off welfare with the barriers which you impose. That is what I'm addressing myself to.

I gave you the example of the way in which the figures would work so that in some areas you would find a net income—I won't go into that because I built it all up for the record before but, basically, it results in a loss to the recipient if they work. I want to know why your standards would be set up, not to create incentives but to create barriers?

**Hon. Mr. Norton:** It's a question of degree, certainly. The example you've chosen illustrates well the problem that could result in some cases. I might just comment, though, the only thing that I would take exception with in your example is the fact that you didn't include this year's increase in your base figure. You were using \$250 instead of \$270. But I won't quibble.

I think it is important that we look at our programs from the point of view of providing the greatest incentive possible for persons to move off public assistance as easily and as readily as possible.

I'm not sure at this point whether your specific example would fall into this category,



but the one thing we encounter, of course, in some cases is that by providing for increased earning capacity in that transition period, we end up in a situation where the net income of the person could conceivably be more than a person who is fully employed at something close to minimum wage.

So in terms of that kind of situation, that has to be part of the equation in terms of encouraging people to make the move. In fact, if they move into a situation where their income might put them into a less advantageous position, especially if you include the fringe benefits, so-called, of OHIP and drugs and whatever other requirements may be met under the supplementary benefits, there are times when by virtue of the situation that exists in the marketplace where they might find employment, it would not be to their advantage to make that move. So there is pressure from both ends in terms of trying to find a happy medium.

Mrs. Campbell: I think the minister has a legitimate concern, but when it comes to the disabled it seems to me that you have to view the other factors which I trust by now you have taken up with your colleague in the Ministry of Labour, whether it isn't advisable to remove the exemptions of handicapped persons engaged in the work force from the limits of the Employment Standards Act, part V, section 24 which authorizes employers to employ them at less than the minimum wage. I recognize that there are those who are working in other special circumstances, but in the light of the social secretary and the social secretariat, the disabled shouldn't look to government to provide jobs. I am wondering if she was aware of that stipulation and what the replies would be from your ministry since they couldn't expect you to understand the vagaries of the secretariat's statement.

Mr. McClellan: What an understatement.

Mrs. Campbell: But surely there is a very real problem in this case. I accept the fact that my figures were in error. But as a result of working harder and getting paid more, net income actually decreases for the recipients of FBA GAINS-D. I take that example and I'm not going over it again. If, in fact, the objectives are so self-righteously spelled out in your objective of purpose, surely there should be some apparent move in the direction of alleviating this kind of problem. I'd like to see what it is going to be and where your thinking is taking you.

Hon. Mr. Norton: I have on a number of occasions discussed with my staff ways in which we might increase incentive of that nature and, as I say, I don't know just how

we will do it at this point. It is certainly an objective. I think perhaps one of the great problem areas—as I've already mentioned—is that borderline between the upper level of benefits and the lower level of income earned by people employed full time in the labour force.

Mr. McClellan: You don't really see that as a problem.

Hon. Mr. Norton: Certainly it is, in many cases. For example, a person on FBA, given the full range of benefits available, working part-time and earning \$110 per month, could have an income of over \$7,000. I'm assuming a situation with perhaps two children between the ages 10 or 11 to 15. If this same person were to move into full-time employment, in order to live at the same standard, excluding such costs as day care and so on, just to pick up his/her fringe benefits, he/she would have to have an income in excess of \$10,000. There is a problem because the prospect for some of these individuals may not be to start off at an income of \$10,000. So it would really mean a loss to make that move. It's not only a problem of incentive, it's a problem of opportunity as well. I don't know what the answer is at this point.

Mr. McClellan: I'm glad you concede that opportunity is a factor.

Hon. Mr. Norton: Especially in those cases where that level of support exists. I'm not suggesting that the level of support should be lowered in order to avoid that.

Mr. Warner: Oh my dear God.

Hon. Mr. Norton: But it illustrates that in Ontario, despite the problems of which we are aware, despite the problems which you have cited and will cite during the balance of the estimates, we have a level of assistance unknown in most other parts of this country. Alberta and maybe one other province are paying at a little higher rate in one specific category, but overall we have a system, on a comparative basis, which is very good.

But I'm not precluding discussion of the areas where we do have weaknesses in our system. Any system's bound to have weaknesses and it's important that they be cited and discussed and that we continue to try and improve it.

Mrs. Campbell: Mr. Chairman, it really isn't helpful to start looking at other provinces, particularly in light of the rhetoric of this government—this is the richest province in Canada and so on. I get really very uptight when you have a criticism and relate it to the fact that other provinces aren't as



good. My function here is to look at the needs of the people I serve. It is as simple as that.

**Hon. Mr. Norton:** That's my purpose as well.

**Mr. Warner:** There's no point in comparing levels of poverty across this country.

**Mrs. Campbell:** No.

**Mr. Warner:** That's just fruitless.

**Hon. Mr. Norton:** I do think, in all fairness, it is a perspective that cannot be ignored. I'm not suggesting that one lives in luxury on the level of support that's available in any part of this country. I am suggesting that given the fact we are in a common economy, with variations on a regional basis I admit, it makes some sense to look at the total picture.

[3:30]

There are some other problems we face in the area of the levels we allow the income before tax—back as you describe it. We are already at a point where, in fact, we have approached the federal government in the past about increasing the limits that are imposed upon us for allowable income under the Canada Assistance Plan.

**Mrs. Campbell:** Do you want some help?

**Hon. Mr. Norton:** I would love that.

**Mrs. Campbell:** I will join you.

**Hon. Mr. Norton:** Great. You may have more influence in that area than I.

**Mrs. Campbell:** I doubt it, I, too, tried.

**Hon. Mr. Norton:** But the problem we have encountered there is that we are already at the maximum allowable income, which would mean the federal government would refuse to cost-share any expenditures incurred as a result of any further change. In fact, our current exemptions exceed the ones that were proposed in the federal government's reform support proposals. I am not suggesting that that undermines the validity of the point you are making, I am just trying to illustrate some of the additional complications that one encounters when trying to effect some of these changes.

**Mrs. Campbell:** The municipalities have encountered that from you too, so it is a vicious—I don't know that it is a circle; I don't know where it goes. But you know, when I was working with Marina Lodge and working very closely with the disabled, it was my impression, as it is today with the people I meet in my riding, I have not met a disabled person who wasn't anxious to work. In some cases they feel very threatened. If their illness requires sophisticated medical

services they don't really dare to get too far off base because if they cut off those services it takes such an endless time to get back into the stream.

I wonder if the minister would address himself to that problem, at least investigate it, and in those cases where people really can get off and really can reach a level of complete independence, see whether there could not still be that kind of cushion for them in the area of protection in sophisticated medical problems.

I don't know whether Mr. McClellan would like to get into this part of the discussion. I propose to go into the municipal cost areas, but I think in fairness I should not take the whole afternoon myself.

**Hon. Mr. Norton:** May I just have a moment to respond very briefly to Mrs. Campbell's last remark. I presume you are familiar with the four projects that we have under way in the province at various stages.

**Mrs. Campbell:** I'm not familiar with them; I have heard about them. I am not really sure how far they go or where they are at the moment.

**Hon. Mr. Norton:** Two of the four are based on an integrated housing concept where there are adapted apartments within apartment complexes, one here in Toronto, one in Ottawa. Part of that concept is that it is referred to as the "care package," because of the concentration of sufficient numbers of the handicapped people within a complex. What we are trying out there is provision of some ongoing support services, even though the individuals may be supporting themselves independently by working in the community.

I don't know how long it will be before we know just how effective that is on a longer-term basis, but certainly the reason for participating in those is to explore ways in which to do just that—to ensure a level of support to the handicapped in the community in conjunction with the maximum amount of independence that they are able to achieve.

**Mrs. Campbell:** I think this did grow out of the Marina Lodge proposals. These really never did get very far but some of the people involved at Marina Lodge, I know, made representation in these areas, so I'm aware of that. You had said that you are going to wrestle with this legalistic, inexplicable distinction between the permanently disabled and those who are permanently unemployed by reason of a disability. As one lawyer to another, do you understand it?

**Hon. Mr. Norton:** No.

**Mrs. Campbell:** No. What are you going to do about it?

**Hon. Mr. Norton:** I can explain it, but—

**Mrs. Campbell:** Oh, I know. I've heard your explanations—

**Hon. Mr. Norton:** —the level at which I don't understand it is the level of looking at it from the point of view of the client. If one is permanently unemployable, very often the reason is—

**Mrs. Campbell:** By reason of a disability—

**Hon. Mr. Norton:** Very often those reasons are very difficult certainly for a layman to distinguish. If I could just explain briefly, I've been wrestling with that but so far—unlike the Prime Minister, when he said that he'd wrestled inflation to the ground—I haven't wrestled that to the ground yet.

**Mrs. Campbell:** Nor close.

**Hon. Mr. Norton:** One of the complications there is that the distinction was introduced in order to enable us, with federal consent, to pay a higher level of support to those persons who are more handicapped and who are unable to do the daily chores of caring for themselves, for example. This is as opposed to the person who is unemployable—unable to be employed—but perhaps who could do the chores around his own home—that kind of distinction.

**Mrs. Campbell:** I know.

**Hon. Mr. Norton:** The thing is that without that distinction, we would not have been able to pay more to the more severely handicapped under the GAINS-D program, for example. So it's because of a very good intention. I don't know whether there is any province that pays a higher amount than we do to the disabled—there may be one other. But the problem is that in the minds of many people, including myself, it presented a real problem in terms of making a distinction, in terms of the needs of the individuals that are involved. I just want to make it clear that the distinction was introduced, initially, to enable us to provide a higher level of support to those individuals who are unable to do certain tasks for themselves, and therefore might be in need of additional assistance.

**Mrs. Campbell:** And there was some additional funding available?

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** May I go back to the fact that I have raised this question ever since 1973 and I truly bore myself with these stories. Rene Brunelle gave the same explanation. I'm not saying Taylor had an explanation. I don't think he understood it. But Rene Brunelle said you wouldn't get the funding

if you didn't make this precise distinction. For once I got through to the Hon. Marc Lalonde and he said, "That is nonsense. We rely entirely on the province as to its interpretation and we have never questioned any cases that they put forward on this basis." That was confirmed by the Hon. Rene Brunelle in the House.

This bothers me. I understand the reasons for it, but I just don't understand why we keep getting the explanations we had in 1973, 1975 and 1977. I would just like to give one example of the way in which this darn thing functions. I got involved with one of my constituents who was being charged by this ministry on an overpayment of FBA benefits. He was blind—this is after GAINS—he had lost one leg and part of another foot, and he had been denied eligibility for GAINS.

I never have found out on what basis we were able to have them review the matter and put him on the GAINS program. Whether that was because he was permanently unemployable by reason of his disability, although he was blind and that should have counted for something, I don't know. But this can happen to people, and it has got to stop happening to people. You harassed that man on what you claimed to be an—not the minister, the ministry—overpayment of FBA benefits. When it was all ironed out he was entitled to GAINS. That is a shocking state of affairs on your part.

**Hon. Mr. Norton:** I would just like to respond. I wish I could confirm the kind of communication that you had with the former federal Minister of Health and Welfare because that has not been—

**Mrs. Campbell:** Rene Brunelle confirmed it in the House.

**Hon. Mr. Norton:** I can assure you we have had difficulties in that area and, in fact, when this was introduced we had a schedule of allowing for and asking for \$65 more for the more severely disabled person. The federal government at that point was willing to approve that schedule up to \$50 and we had to carry the balance ourselves—the \$15—unshared during that period of time. So our experience has not been quite as positive as the Hon. Marc Lalonde might have indicated.

**Mrs. Campbell:** Or the Hon. Rene Brunelle?

**Hon. Mr. Norton:** Well, I'm sorry, I don't know what the Hon. Rene Brunelle was saying or what he was responding to.

**Mrs. Campbell:** He confirmed it.

**Hon. Mr. Norton:** I can even read to you a quote from the assistant deputy minister at the federal level saying at the time that they would not share this.



**Mrs. Campbell:** That was on an increase in funding. Was that before or after it was drawn to his attention that there was some very great concern about the use of the mental retardation funds from the federal government to you?

**Hon. Mr. Norton:** That was August 2, 1974, on the introduction of GAINS for the disabled person.

**Mrs. Campbell:** No excuse for them either.

**Mr. McClellan:** This is an interminable discussion that has been going on for years and years. Mr. Taylor used to call it an old chestnut. Now it's two years older or two and a half years older than when I first came into the discussion.

**Hon. Mr. Norton:** Well, we'll try to pop it.

**Mr. McClellan:** I would hope so. You have been promising a review for a long time. In my view it relates to the fact that you really, as a ministry, haven't broken out of the poor law mentality in this field as in the area of institutional versus non-institutional care.

**Hon. Mr. Norton:** Would you explain what you mean by that?

**Mr. McClellan:** You still make a distinction between the deserving poor and the undeserving poor which is a cultural legacy from the poor law, and you have made a determination that some classes of persons in need are more deserving and, therefore, more worthy of higher benefit entitlements than others. It is in my view a cultural legacy that is obsolete and needs to be replaced.

**Hon. Mr. Norton:** That's a very important observation you just made, and I would like a moment to respond to it.

**Mr. McClellan:** If I could, I don't mean to interrupt you or to deny you an opportunity to respond, I would like to try to lay out the whole case and then have your response.

[3:45]

**Hon. Mr. Norton:** I think that opening comment, though, is especially important, that it invites a response.

**Mr. McClellan:** Go ahead.

**Hon. Mr. Norton:** First of all, I don't agree with what you've said, obviously, in terms of the use of the poor law mentality. If you're referring to the fact that the programs in the province, generally speaking are approached on the basis of need, then I don't think that is a poor law mentality at all. I think it reflects a realistic approach to attempts to provide for those in greatest need in our communities across this province.

I also would point out to you—and this is not an excuse, it's a fact—that the programs, the various levels of support in the different

programs, are part and parcel related to our agreements with the federal government. Even governments in this country which I'm sure in your mind you would regard as being more reformist than the government in the province of Ontario—I'm thinking particularly of where the New Democratic Party has formed governments in this country—have found themselves in the same kind of situation with respect to relationships with the federal government.

If you look at the income support programs in those provinces and look at the income support programs here, the same kinds of differentials exist. The only thing is that generally the support level is higher in Ontario.

**Mr. McClellan:** I grant you it's a national problem and I do not have any more complacency around the record of some other governments, including NDP governments, than I have with respect to Ontario.

My argument, let me suggest, is against complacency. Let me just say what I want to say. I've been listening for over a hour.

**Hon. Mr. Norton:** Very patiently.

**Mr. McClellan:** Yes, very patiently.

I sense a complacency on the part of this government and this ministry that is very disturbing. You started this estimate process by giving us your excellent program in resource summary, for which again let me thank you. It is an excellent document and makes our job at least plausible.

You pay a lot of attention in the first few pages to some cumulative totals, particularly around benefit levels. You talked in your lead-off about improvements in provincial allowances since 1961; I think you used that as the base.

The fact remains that anybody who is on a provincial allowance in Ontario today is living in poverty. That is a simple reality. I have the benefit, I guess we all have had the benefit, of a report from the Social Planning Council of Metro Toronto giving a historical review of social allowances in Ontario, dated June 1977. I want to put on record a few observations and findings from this study. To my knowledge it's the only study of this kind that has ever been done of Ontario's income maintenance program, and serves to set it in perspective, both historical perspective and within a perspective of the present day.

It's always useful to remember whom we're talking about when we're talking about income maintenance recipients in Ontario. Seventy-five per cent of the people who are on provincial or municipal social allowances are either sick or disabled or they are single-



parent families, mother-led families. In 1973, only 13.6 per cent, to be precise, of assistance recipients were on social assistance because of unemployment. Seventy-five per cent, again, are there because of exclusion from the possibility of participating in the labour force for reasons other than that they cannot find work. We don't treat these folks very well in this province. I should preface the conclusion that was reached through this study by saying they used a standard of adequacy rather than any of the poverty line approaches, using the Social Planning Council's "Guide to Family Budgeting," weighted to take into account OHIP and drug benefits, by way of assessing the adequacy of provincial benefits. They came to the conclusion as follows: "Measured by the standard of adequacy it is found that the allowances income of four sample families in 1976 represented 63 per cent or less of the income needed to meet family needs." Sixty-three per cent of what a family needs to live at a standard of adequacy is what people can expect to get on provincial or municipal allowances, social allowances, in this province.

The study analyses the trends in welfare income adequacy since 1961. It appears that the adequacy of allowances has not changed a great deal over the 16 years with respect to families with children. Family benefits were less than 66 per cent adequate in 1961 and less than 64 per cent adequate in 1976. That is not much of a measure of progress and when you were talking—I forgot the exact figures—of the relationship between benefit increases and the consumer price index and those kinds of things, it doesn't mean a whole lot.

Continuing from the study: "The study notes the cyclical character of changes in allowances. Average adequacies are calculated for the first eight years and the last eight years of the 16-year period. The income of the single person on general welfare assistance increased from 35 per cent adequate during the first eight years to 39 per cent adequate during the latter half. With respect to families with children on benefit allowances, however, adequacy of allowances decreased during the second eight years."

Using a standard of adequacy approach, one finds that the good years, if you can use that expression, for social assistance recipients in Ontario were the years 1963, 1964 and 1965, because that was the period in which the ratio between benefits and income needed to achieve an adequate standard of living was the highest. Since 1965 it has declined. For example, citing from

the study, on page 57, the budget ratio for a mother and three children, ages three, six and eight, in 1965 was 71 per cent adequacy. In 1976 that had declined to 64 per cent. No matter how you slice it, that is not much of an improvement. It is a net loss.

With respect to the eligibility of allowances, allowances were calculated to show what amounts would have been if they had increased since 1961 at the same rate as general Ontario family incomes. It was found that allowances for the single man on general welfare assistance increased at a rate faster than general Ontario income. That is to say single men on general welfare assistance increased their rate at a faster rate than general income.

With respect to family benefits, these increased somewhat faster or at the same general rate as general incomes, while they declined more or less severely during the last eight years. Since allowances, of course, start at a much lower level than general incomes, it does not follow that even if they increased at the same rate as general incomes they would necessarily be adequate as measured by the adequacy standard used in the study.

The study finally shows that whatever gains and changes there have been, they have left allowances not only considerably short of standards of adequacies and measures of equitability, but below even the semi-official poverty lines.

I'm working from a draft of the study that I gather was subsequently reorganized and it's not organized all that well, but they say on page 72:

"On the basis of a minimal measure of equitability, we examined a popular belief that allowances have grown inordinately high and generous. We found that on the contrary, allowances for families with children have grown less equitable in recent years. The general welfare allowance for single men has grown relatively faster than individual income of Ontario males, but we have noted also that it has always been and remains the least adequate allowance. We may say in summary that Ontario welfare allowances are neither adequate nor equitable and those dependent upon them are unquestionably living in poverty."

When you consider that the largest single group—I believe that's accurate to say—on Ontario's social allowance, certainly the fastest growing group, is mother-led families and their children, the only conclusion you can draw by studying adequacy and equitability of your allowances at the present day

and over a period of time, is that these folks are living in poverty.

This raises some fairly fundamental questions with respect to your steerageship of child welfare services and your mandate to deal with the dilemma of services to children in this province. It's pretty obvious what's happening. It's a very melancholy statistic that TEIGA managed to produce in the social inventory study for Ontario that Ontario is among the leading nations in child suicides. There is a clear correlation between child poverty and early material deprivation and later disturbance and many of the things that you are trying to address yourselves to in the children's services division flow out of your income maintenance division.

You are, on the one hand, in the position of raising children in poverty so that later on in life you can, in another division of the same ministry, try to deal with the damage that was done through child welfare services or mental health services or correctional services.

It's a very sad state of affairs. I have dwelt at length in previous estimates debates on what our own approach would be. We recognize the fact that in the kind of economy, in the kind of society that we live in, adequate income has always been associated with a relationship with the work force and maybe that's a reality that we simply have to accept. We've never been able to break out of that basic equation that adequate income is directly related to participation in the work force.

[4:00]

We haven't dealt with, in this country or in North America, the needs of the elderly, and we've never been able to deal with all of those categories of people who are, from a socialist perspective, systematically excluded from participation in the work force. If you don't want to accept that analysis you can eliminate the "systematically." Nevertheless, these are folks who are excluded from participation in the economy.

We've never been able to devise measures that would distribute income to these kinds of folks, apart from participation in the work force. I have a kind of permanent pessimism whether we will ever be able to do that in this kind of society with this kind of economy, even if it is altered substantially. Therefore, it makes sense for us, in this party, to be talking about this problem from a manpower context rather than a maintenance context or an income redistribution context.

I tried to spell that out in the 1975-76 estimates, and the member for Sudbury East (Mr. Martel) used to say the same thing,

that instead of running the welfare operation, the welfare department, or the social allowance programs, in Elie's phrase, as a pay wicket, you need to be operating it within the context of an overall provincial manpower policy which assigns a precise role for the province with respect to those people who are disadvantaged by definition, who are excluded by definition from participation in the work force.

That means a major provincial initiative around job placement, job counselling, job training, vocational retraining and, above all, job creation. There are tens of thousands of people who are on your social assistance roles who simply cannot enter the work force without those kinds of backup supports. That includes job creation. In many cases it includes sheltered job creation.

In the case of the disabled it demands affirmative action on the part of government to require both government and the private sector to accept disabled workers as part of the work force. Until you deal with that there is no real way around this dilemma.

I have a basic kind of pessimism because of my own perception of the society and the economy, that even if we bring in a guaranteed adequate income I suspect that society would adjust, the economy would adjust itself very quickly to that, and within a very short space of time what was a guaranteed adequate income would be a guaranteed inadequate income. We would be back in the same tragic dilemma that we're in now with tens of thousands of people living in conditions of poverty.

I don't see any initiative on the part of this government to address itself to that, except the most feeble and the most token. You had Barry Swadron commissioned in the early seventies. He was commissioned, I recall, in response to some particularly red neck remarks from the minister of the day with respect to welfare chisellers and welfare bums.

Mr. Swadron, who was an acceptable and respectable Tory appointee, as was Walter Williston, did an excellent job of looking at the needs of social assistance recipients.

**Hon. Mr. Norton:** There are some acceptable Tories.

**Mr. McClellan:** Oh, yes. If you would listen to some of the acceptable Tories you would be a lot farther ahead than you are.

I have all kinds of points to quibble about with the Swadron report. Nevertheless, in its main conclusions it is a very solid little piece of work and could represent a good model for a provincial social development



program for your ministry, because he does identify a manpower role for Ontario with respect to special disadvantaged populations. He concedes that Canada Manpower is simply unable to deal with these special need groups; it is not set up to deal with them; it is simply set up to match people who are ready and able to work with the jobs that are available.

Until the province moves into that vacuum, the plight of people on social assistance is going to remain very hopeless and very sad and they will be at the mercy of a bully-boy approach that is trotted out cyclically when unemployment starts to creep up as it did two years ago when James Taylor came out with his lead boots and started to apply them to general welfare assistance recipients.

**Mrs. Campbell:** Particularly women.

**Mr. McClellan:** Yes, particularly women. The famous day on the scrapyards proposal was Jim Taylor's solution to this problem. As unemployment has continued to skyrocket we have heard less and less about the success of Jimmy Taylor's economic miracle in the social development field. I suppose we won't hear any more about it until the cycle repeats itself in five or 10 years or whenever that may be. But it doesn't deal with the problem at all.

I notice with dismay that precisely those services that could form the basis for a new approach to dependency in this province—even those services which could form the basis of a new approach; your once excellent vocational rehabilitation services, the beginnings that you made in the work activities projects—are precisely the services that were cut last year. Sorry, I can't say "cut"; let me say they were constrained last year. Yes, they were constrained last year.

Vocational rehab was constrained 14 per cent. I don't have the figure, but if I recall to mind, work activity projects were constrained some two per cent. These are the services that should be beefed up.

Of course, the dilemma is that you have always been unwilling to get into the job creation field—either as the ministry or as the government—so that when the economy turns down the marginal people just go by the board and the amount of participation just zaps right off.

You are never, as a government or as a ministry, prepared to deal with that, except of necessity to open up the pay wicket so that people at least don't starve to death.

For as long as they live on social allowances in this province they will be living in a state of poverty and deprivation, of degradation and humiliation. There is no nice way

you can put it. There is no running total of cumulative statistics over the years that make it any different from what it is. It's a very tragic way to have to live.

Maybe I'll just leave off at this point. I would be interested in getting some response from the minister around—around what, I am not sure.

**Hon. Mr. Norton:** Leave it wide open and I'll respond.

**Mr. McClellan:** I am not particularly anxious for that to happen. It is futile because you clearly are not in a position to move off what you're doing. You're in a period of financial constraint. You will ride out the current recession by cutting back, as you have been, by constraining the kinds of services that are still embryonic in this province, but which if they were developed and given priority could be the basis for a whole new approach to social services and social development.

Those are, as I have mentioned, vocational rehabilitation, work activity, work counselling, job counselling and job retraining, as well as the penultimate service for helping single-parent mothers to return to the work force, and that is day care. You will have the dubious distinction, Mr. Minister, of going down in history as the minister who finally brought day-care expansion to a halt in Ontario. Congratulations.

You are building 215 new spaces this year. From where I sit, that is an end to day-care expansion in Ontario. You can say whatever you want to say and you will, but in relation to the need and in relation to the plight of single-parent mothers on your social assistance rolls, and in relation to the needs of all women and families in this province, it is simply tragic. I will come back to day care later, because I have some extended remarks I want to make. I think I should stop at this point and let others get into the discussion.

One of the reasons, I suppose, I am gloomy and not very full of hope is because of the stuff that I have just said, and I don't see you even trying to come to grips with it. That is why I am pessimistic in this policy field. There are all kinds of things that you could do to try to move from where you are to a different stance. You refuse to do it, not you personally so much, as you in your incarnation as the minister of this ministry and as a member of this government. You are stuck in a rut and you have been in that rut since the ministry was formed in 1935.

**Hon. Mr. Norton:** I wasn't around then.

**Mr. McClellan:** Whenever it was formed—1835?



**Hon. Mr. Norton:** But I wasn't around then.

**Mr. McClellan:** No, but you have been processed by the ministry in a very rapid period of time. You are no different from any of your predecessors. I concede you were different when you went into it, but you have been processed by that ministry in the space of six months and you are indistinguishable from any of your predecessors.

**Hon. Mr. Norton:** Don't think you are insulting me. When you follow a long line of illustrious predecessors—

**Mr. McClellan:** Yes, going right back to Louis P. Cecilie, that is as far back as I date myself. Let me stop at that point.

**Hon. Mr. Norton:** I am not sure where to start responding. There are a number of things I would like to say. Perhaps I should preface anything else I say by indicating that one of the things that always characterizes this estimates process is that inevitably one finds oneself and one's staff, I suppose as well, cast in the light of an apologist for the status quo and that, I can assure you, is not how we view ourselves. But part of what I presume you are implying in your reference to the mould in which I have been formed or whatever, is that when faced with the total environment in which one is working—now I am speaking in terms of the economy, and the existing programs—

**Mr. McClellan:** And constraints.

**Hon. Mr. Norton:** In some cases, yes, but I will comment on that a little later as well. There is also another element which is added to one's deliberations as you attempt to transform certain things that are under your responsibility, and that is the whole question of the reality of the situation with which you are living in terms of the total society.

[4:15]

As you yourself have indicated in your remarks, much of what you would hope to see us achieve would perhaps involve a total new economic system. I myself fantasize at times about things like that, but the fact is that I'm not living in a totally new economic system. I'm living in the reality of the day and trying to cope with the reality of the needs of the people of this province.

I just want to cast a slightly different light than the one that you cast and point out that the fact that we may be coping with reality does not necessarily mean that we are apologists for the status quo. And I surely don't have to repeat again that constrained funds are not necessarily savings, nor do they represent cutbacks in programs. There have

been no programs cut back. The funds that have been constrained are funds which, according to the expenditure trends because of all kinds of factors which in most cases are not directly under our control, would appear not to be funds which would be expended by the end of the fiscal year.

We're not complacent, in spite of the fact that you may see us in that light. You made reference to things that we have not dealt with—the needs of the elderly and others in need in our society. All right, we may not have achieved whatever the level or the standard is that you have in your mind at this point in time. We may not have achieved the standard that I might have in my mind at this time as an ideal standard. But I think you have to acknowledge that, whatever the shortcomings, if you look at it in the light of adding the reality of a comparison, that although we may not have dealt with it adequately by your standards, we have dealt with it more adequately than almost any other jurisdiction that you can choose to name, with the possible exception of some where they operate under the kind of system that you advocate. And I think that if you started looking behind the curtain in some of these situations, you'd find that North American communities perhaps are dealing more adequately with a lot of needs than some of the economies that stimulate you to so much fantasy.

**Mr. McClellan:** You're not skirting on Red-baiting there, are you?

**Hon. Mr. Norton:** No.

**Mr. McClellan:** What societies do you have in mind?

**Hon. Mr. Norton:** You made reference to societies not in North America. Can I presume that you mean social democratic countries?

**Mr. McClellan:** Yes. The social democracies of northern Europe are what I'm talking about.

**Hon. Mr. Norton:** I won't get into that now, but I recently had a meeting with my counterpart from Sweden and I think we labour under a lot of misinformation about some of the programs of Sweden because on a number of occasions when I expressed to him the interest I had in some of the areas where I understood them to be far in advance of what we were doing, he corrected me and said, "No, in fact, in some of these areas we're not doing nearly as much as you." But I don't want to spend a lot of time talking about those.

I would like to comment, if I may, on the Metro Social Planning Council report. Again,

by no means am I sitting here trying to suggest that persons who are living on income maintenance programs in this province are living in luxury. But let's look at the question of the adequacy. I would take exception with some of the figures that they've used. For example, in their comparisons, in looking at the long-term trends in income maintenance, they have used, as you indicated, the average family income over that period of time. I would point out that that is quite a different matter from the average income in that period of time. In other words, one of the social phenomena that has occurred in that period of time is the increased number of families where there are two incomes.

As a result, if you look at the period between 1961 and 1976, the average incomes in Ontario increased by 141 per cent for single wage earners, while the family incomes increased 262 per cent. We're talking about quite different factors there and I think it's important. I'm not saying that it makes their evaluation invalid. I just think it's important that we understand the difference between those two standards. They're not talking about the single wage earner increasing at 262 per cent. If they're talking about a single wage earner in that period, it's 141 per cent. During that period of time the rate, for example, for the single disabled person in the province has increased 390 per cent—

Mrs. Campbell: Let's hope it does again.

Mr. McClellan: From base what?

Hon. Mr. Norton: It was a very low beginning—

Mr. McClellan: From base zero.

Hon. Mr. Norton: If you look at the income for a single mother with a child, the rate of increase has been 183 per cent. For a mother with three children it's been 186 per cent. So, it's been—

Mrs. Campbell: In some cases depending on whether the child is male or female—

Hon. Mr. Norton: We'll have to talk about that one later, I missed it.

Mrs. Campbell: Check it.

Hon. Mr. Norton: More evidence of discrimination? Which way is it biased in that case?

Mrs. Campbell: The mother with a son of 12 will get more than a mother with a daughter of 12. That has been checked through the ministry via my riding again. I protest abuse—

Hon. Mr. Norton: I'll pursue that a little later.

Mrs. Campbell: Thank you. I may have made one gain in all of this.

Hon. Mr. Norton: Coming back to the report, I think that having made the point about the standard they used for comparison, I'd like to point out, with regard to the standards that they used in their social planning guides to family budgeting, that the report acknowledges that those guides are not poverty guides.

Mr. McClellan: No, I said that, standards of adequacy—

Hon. Mr. Norton: Right.

Mr. McClellan: No. They're standards of adequacy. They're not standards of poverty.

Hon. Mr. Norton: In another paper, the Social Planning Council appears to have acknowledged that: the name of that paper is "Poverty Lines—A Background Paper on Standards of Adequacy and Social Allowances and Incomes Generally." They indicate that those guides should be reduced when used to determine social assistance adequacy. So in another paper of their own, they have raised some question about the validity of those guides as guides as applied to social assistance policy—

Mr. McClellan: That was taken into account when they did the study and they weighted the family benefits guides to take a number of factors into account. So they in effect were using a lower—

Hon. Mr. Norton: Our attempt to analyse—

Mr. McClellan: —standard than in the guide.

Hon. Mr. Norton: —what they have done did not reveal that they had done that very effectively. They had not included in their calculations of assistance levels things such as—under estimated benefit levels in the case of dental care and so on, they had used figures which were not consistent with the actual figures that we have. They did not take into consideration that social assistance provides for actual fuel costs and home repairs and life insurance, where it's needed. They ignored things like the back-to-school allowances to which families are entitled and which they receive.

There are a number of specific areas of benefits that they ignored in their calculations. Another thing, for example, is that they did not include calculations such as tax credits, which the families receive as well, under the provincial tax credit program. I'm not sure what it would be for each family but our calculations are that a mother with three children would properly receive at



least \$261 in tax credit. A single pensioner would receive in excess of \$300.

In addition to those amounts, they do not appear to take into consideration—and I realize that this is not universally applicable—the benefit to some persons who live in either Metro or Ontario housing and who receive further assistance in that regard.

**Mrs. Campbell:** Our city doesn't.

**Hon. Mr. Norton:** Sorry, I was using Metro in an overall sense.

**Mrs. Campbell:** Don't.

**Hon. Mr. Norton:** I must remember that you're sensitive about that. I'll continue to make that distinction.

There are a number of areas in which they fell short in their evaluation. It raises questions, certainly in my mind, about the conclusions to which they came. I would hope that, in view of that, we'd be glad to share with you information that we have related to our calculations. It may, in fact, cause you to have some reason to reconsider. I'm not suggesting that our figures will convince you that we have met your standard of adequacy, but it may create a somewhat different picture from the conclusions of the council paper.

**Mr. McClellan:** I'm always open to doing that. I would welcome the opportunity to do that. I tried, in the 1975-76 estimate debate, to relate your benefit levels to existing poverty standards and found, through my own work, that at that point in time your benefit levels were below any of the three poverty line figures. I thought it might be more useful this time to use a different way of looking at it. I'm anxious to have an understanding of the relationship between your allowances and any of a number of standards of adequacy.

It would be a useful exercise on the part of your ministry to develop—openly and publicly, as part of your own social planning responsibilities—some series of standards that we can use to judge your own benefits programs. Everybody is aware that, by and large, you picked the figures for the pre-added budget part of the allowance out of the air. Nobody knows how you determined that and it's not determined in relation to anything except a series of mysterious exercises that go on within the ministry. They're not related to anything that anybody can understand; they are almost totally arbitrary.

If we can have an understanding of your own budget-setting processes and their relationship to the various standards of both poverty and adequacy that are all being de-

veloped outside your government's sector, that would be useful. I don't think that you can dispute that people on social allowances are living in poverty. If you can dispute that, go right ahead.

**Hon. Mr. Norton:** You would have to indicate to me what your standards of poverty are. Look at the social assistance support programs, and look at the additional things included as benefits which are 100 per cent; then, take into consideration, the income of a single wage-earner at something other than a large income, perhaps something in the vicinity of the minimum wage. The person on benefits is often in a better position, and I think that's unfortunate on the minimum wage earner. I think that is true in our society.

**Mr. McClellan:** It's a reflection on the minimum wage.

**Hon. Mr. Norton:** All right, but I think that you have to look at that too in relation to other jurisdictions where the economic problems they have to face bear upon that. [4:30]

There was one other statement that was made in that report where the counsel contended that the increased costs, he's talking about the global costs, the increased expenditures on the income support in the province over the period of time that they were looking at was, primarily, due to case-load increases. That clearly is not correct.

In fact, in our attempt to analyze that in terms of what the case load factor had been, our best calculations indicate that the case load increase component was about 20 per cent of the increase in expenditures. Eighty per cent of the increase was attributable to increases in the allowances. That's quite contrary to the conclusion that the counsel seems to have come to.

Another matter that you raised, and I can understand it is a very legitimate concern, is the matter of the manpower component or the—

**Mr. McClellan:** The context of your policy.

**Hon. Mr. Norton:** If I recall correctly you made some reference to things like our cut-backs in areas—

**Mr. McClellan:** No, I said constraints. Don't twist what I said.

**Hon. Mr. Norton:** You might have been paying me over.

If we look at the actual expenditures in 1975-76 in the work activity programs in the province, we have a figure there of \$698,300 which are the actual expenditures in the course of that year. In 1976-77 that



rose to \$784,933. Our estimates this year—and this is not constrained—is \$1,230,000. So there is an increasing financial commitment in just those areas.

And if you look at some of the efforts in terms—

**Mr. McClellan:** There was a decrease by two per cent.

**Hon. Mr. Norton:** Which figures are you looking at?

**Mr. McClellan:** I'm on page 49 of the program and resource book. "Percentage growth over prior years—increase or decrease —1976-77, decrease 0.2 per cent."

**Hon. Mr. Norton:** I'm sorry, what page?

**Mr. McClellan:** Forty-nine. The five-year expenditure trend box at the bottom there. The 1976-77 actuals represent a decrease.

**Hon. Mr. Norton:** If you look at the detail above on that same page—

**Mr. McClellan:** Right.

**Hon. Mr. Norton:** —you'll see the work activity projects, item 3.

**Mr. McClellan:** Yes, I can see it.

**Hon. Mr. Norton:** Those are the figures I was talking about. You're talking about something else.

**Mr. McClellan:** Oh, I may well be. Sorry.

**Hon. Mr. Norton:** You're talking about the overall—

**Mr. McClellan:** I had assumed that that reflected the discrepancy. I'm sorry. I did make a mistake. What I was referring to was the discrepancy between what you had budgeted and what you had spent.

**Hon. Mr. Norton:** All right. Again, that, as I say, that's not a saving.

**Mr. McClellan:** It was a constraint.

**Hon. Mr. Norton:** It was just simply that there was money that was not spent because presumably municipalities operating the programs had not picked it up.

**Mrs. Campbell:** Here we go again.

**Mr. McClellan:** That's right. Still, I'd have a \$150 million budget—

**Hon. Mr. Norton:** By the way, that did not apply to work activity. Specifically we were speaking about the manpower component and the involvement with work activity programs, and that was what happened here.

The other thing that I think should be emphasized is that we have been doing things relating to job readiness and employment seeking. We've had a co-operative program with Canada Manpower where we've had both staff co-operation and, in fact, some of

our staff locating in Canada Manpower offices in I think about 16—

**Mr. Anderson:** Thirteen in the office and six are agreements.

**Hon. Mr. Norton:** Yes. In 13 localities we have staff in the Canada Manpower offices and in six others there is an agreement in existence between the offices and Canada Manpower—

**Mr. McClellan:** That is simple, elementary horse sense. That you should pass this off as an innovation is simply mind-boggling.

**Hon. Mr. Norton:** I wasn't suggesting that it was an innovation; I was just saying that that is something we are doing—you are suggesting we weren't doing anything. Doesn't it also assist in terms of enabling people to get into training programs, and so on—

**Mr. McClellan:** If you start with base zero.

**Hon. Mr. Norton:** —if that is going to assist them to find employment? The other—

**Mr. McClellan:** You understand what I am saying. What I am saying is, you start from base zero, and then you say, "I've moved five centimetres" and you expect us to burst into applause.

**Mrs. Campbell:** Don't knock it, he may move backward.

**Mr. McClellan:** That's right. I mean it's tokenism—

**Hon. Mr. Norton:** I don't agree that we started at base zero, but I would agree that when one has a greater distance to travel, that at least if one is moving in the right direction—then don't accuse us of not doing anything.

**Mr. McClellan:** The movement is imperceptible.

**Hon. Mr. Norton:** I don't think that's fair, Ross. If it's imperceptible to one—

**Mr. McClellan:** It is imperceptible to me.

**Hon. Mr. Norton:** —his vision might be impaired.

**Mr. McClellan:** Oh. It is imperceptible in relation to your total expenditure, and in relation to your—

**Hon. Mr. Norton:** Take off your rosy-coloured glasses and look at the real situation—

**Mr. McClellan:** You're the one that's got rosy-coloured glasses on.

**Mrs. Campbell:** Mr. Chairman, if Mr. McClellan has finished, I had yielded to him specifically on the matter of the physically handicapped, and I would like the opportunity for a few words on income maintenance. I indicated that I wished to speak on that subject.

I think Mr. McClellan has covered some of the areas of my concern with a great deal of support material, and therefore I don't think that it's important at this time that I go into the detail of what I had planned to say. I am, though, anxious to know just exactly what we had seen as a result of the work activity project.

You will recall that you have listed as 1976 to 1977 accomplishments "the improvement of employment services to employable applicants and recipients of GWA." That initiative was the result of Mr. Taylor's change in the regulation of the General Welfare Assistance Act, to cause all those who are physically fit to be classed as employable, thereby reducing the number of GWA recipients. Is there any evidence that those dropped from GWA have had a high success rate in finding jobs?

**Mr. Anderson:** We don't keep figures across the whole period. Do you mean in the work activity area specifically, Mrs. Campbell?

**Mrs. Campbell:** I'm thinking about, really, the total line—financial support times municipal cost allowances and benefits, and the work activity projects.

**Mr. Anderson:** We don't keep figures on termination reasons for general welfare assistance to be able to establish that. Good numbers of people go off general welfare assistance because they have become eligible for family benefits. Good numbers go off because of their eligibility for unemployment insurance—it needs a waiting period of five to six weeks for a good many people. So I don't think I could give you anything comprehensive as a followup on the employment record of persons leaving general welfare assistance.

**Mrs. Campbell:** For instance, how much is the application for the supplementary grant used? Somebody who goes on welfare and goes into full employment and then makes application for the \$100 and each of the two \$50 allowances—how much is it used? Does that have any relationship to this great program? Can we relate it in some way to that, so we have some idea of the ones that are not just cast off because of Mr. Taylor's change in the regulation, and those who actually benefited by the program?

**Mr. Anderson:** If you are talking about the work supplementation program, I would say that that has not had a great deal of relationship to the general welfare assistance program except in the sense that a good number of people who might otherwise have

come on to general welfare assistance have continued in their work at a lower income level and just potentially have not become general welfare assistance recipients. But to say it was preventable only in that eventuality would be, I think, to misconstrue what we were trying to do under those programs.

**Mrs. Campbell:** I don't think I've made myself clear. I thought perhaps if we had a remarkable success getting people off welfare and into jobs, that that would somehow reflect itself in the applications of those who are entitled to those allowances when they go off welfare. Is there no relationship?

**Mr. Anderson:** There would be and it would be in very limited numbers that you would be able to indicate any real success there. After all, the work activity programs have not affected large numbers of people. There are about 14 of them across the province, they deal with fairly small numbers of people over extended periods. As you know very well, the work activity program in Toronto might carry a certain individual for two years before he would eventually come to that point of separation from the general assistance or the family benefits program.

In the work activity projects, the indication is that—and again they are fairly limited, they haven't been widespread—but the training rate for those people is about 60 per cent of the people enrolled. Sixty per cent have either gone out of those programs into community college or specific trades training or some other level of education, or they have gone into employment. Now, 60 per cent sounds very good, the work activity programs are not so widespread or so big as to have had major effect on our budget for general welfare assistance.

**Mrs. Campbell:** I think there is a difference between 60 per cent of a dollar and 60 per cent of \$1 million—

I wonder if the minister would explain to me—I guess perhaps I didn't catch his explanation—the \$6,600,000 saving in provincial allowances and lower case costs. Could he elaborate on that?

**Hon. Mr. Norton:** The \$6 million saving or are you thinking of the—

**Mrs. Campbell:** That is out of your \$24 million, yes.

**Hon. Mr. Norton:** Yes. Could I explain it?

**Mrs. Campbell:** Yes. I thought I caught you saying to Mr. McClellan earlier that some of the increases were due to these allowances. Now we've got this statement that \$6.6 million is not needed because you won't



expend it because of provincial allowances and lower case costs.

**Hon. Mr. Norton:** Lower case load and lower case costs—than is projected—

**Mrs. Campbell:** I see.

**Hon. Mr. Norton:**—in the calculated guess-timate—that is my understanding of the situation.

**Mr. Anderson:** Yes, the lower case cost specifically, Mrs. Campbell, referred to a calculation, I believe, that indicates that for some cases, some significant portion of the case load cost per case is reduced year by year as federal and other benefits are calculated into the allowances. For instance, the average case cost might have been depreciated by the introduction of the indexing of the allowances for an elderly person having an impact on the rest of the family. That's one of the factors that has reduced the case costs over what was projected, even though the cases themselves might have increased on the basis of the percentage increases in allowances.

[4:45]

**Mrs. Campbell:** I understand. The minister has talked about the importance in his mind of not having sufficient incentive to going into the work force, if the benefits are greater than the income to be derived by the low wage-earners. Has the minister looked at all at what may very well be happening in Toronto—I don't know yet whether he is going to see the effects of it—by reason of the policies of the Ministry of Housing? I am finding, particularly in the case of single persons, that people who have been in Ontario Housing for, say, eight years are now getting notices to vacate—I'm running around telling them to wait it out, which is a horrible spectacle—because they're no longer eligible. They do earn some money. They have been self-supporting but, by reason of the fact that they are living in Ontario Housing, they are able to get by. Numbers of these people are to be removed. Would you not think that that might have a significant influence on your responsibilities in that many of them may now feel they simply have to go on some form of assistance because they can't live in the conventional market?

**Hon. Mr. Norton:** May I ask for what reasons are they being asked to leave?

**Mrs. Campbell:** Because they are under 65. They may have some disabilities but they're not unemployable. They are in fact, employed. That is the reality of today with your great record in housing.

**Hon. Mr. Norton:** Were they originally admitted because they qualified?

**Mrs. Campbell:** They qualified, yes, because they were on low income. Eight years ago, at a time when we were hopefully moving on to some housing, they were able to get in. They're still under 65. In one case I have, she's 58 and she's got to get out.

**Hon. Mr. Norton:** What has changed to make her now ineligible? Is it the fact that her family has grown up and moved out?

**Mrs. Campbell:** It is the fact that they have changed the rules because they have so many people wanting in their houses who are eligible. They've changed the rules of eligibility.

**Hon. Mr. Norton:** I'm not familiar with that but I will discuss it with my colleague, the Minister of Housing (Mr. Rhodes).

**Mrs. Campbell:** I hope you will because I think it may well have a very serious effect on the costs of your ministry.

**Hon. Mr. Norton:** Do you have any idea how many persons will be affected by this?

**Mrs. Campbell:** I can't answer. Personally, I know from my work. I haven't had the final figures from Janet Howard, the alderman in Toronto who is concerned in the same areas. In some of those cases, actually, there are people who have families whom they no longer feel they can accommodate. They have too many children; so they would have to find other accommodation. It's a very weird kind of thing that's happening and I would hope that your ministry would be abreast of this situation. It may not come up until the beginning of next year but I can say they will go the full court route. I told them to sit still at the moment. I'm not sure, of course, of the legality of what they're doing under landlord and tenant legislation but I am telling you that this is happening in my riding. Others may have experienced it.

**Ms. Gigantes:** It's happening in Toronto.

**Mrs. Campbell:** I think generally in Toronto.

**Ms. Gigantes:** That's where the rules are changing.

**Mrs. Campbell:** And they are putting people out in order to show that they have cut their waiting list.

**Ms. Gigantes:** There are families in desperate need.

**Mrs. Campbell:** There are, indeed, some desperate situations.

In this particular vote, there is \$6 million to support workshops and provide sheltered



employment to people unable to hold regular jobs. Why, then, would you refuse funding for SNAP? According to my information, this was a most unusual service that helped the handicapped, who are hard to employ, to find jobs in the workforce. Isn't that counter-productive.

**Hon. Mr. Norton:** What does SNAP mean?

**Mrs. Campbell:** I'm sorry, I just know it as SNAP. I can't think of what it is—what it stands for. Let me see—"SNAP, a service that has helped handicapped persons find jobs has collapsed, leaving its co-ordinator Shelley Abramson looking for another job."

It means, Special Needs Assistance Program.

**Hon. Mr. Norton:** Mr. Crichton is aware of the SNAP situation.

**Mr. Crichton:** Mr. Chairman, I'm not intimately familiar with it, but I'm aware of some of the circumstances. It's my understanding that the program was federally funded—

**Mrs. Campbell:** It was. You never contributed.

**Mr. Crichton:** No, nor did they approach us for a contribution until just recently, through correspondence, at the time the LEAP funding was, as I understand, running out. We have not traditionally funded this type of independent program; as you can see, we are into workshop programming and that type of specific employment programming quite heavily, but we have not been funding this particular type of employment counselling and employment referral service on an independent basis in the community.

Essentially, it is very similar to the kind of service that we are providing to the handicapped through our district office under the rehabilitation program. Albeit, I think our program is much more comprehensive in the sense that we are purchasing vocational assessment, providing vocational counselling and from there purchasing specified training programs. Of course, we follow up with employment referral and employment finding.

**Mrs. Campbell:** How many have you found in the past year?

**Mr. Crichton:** In 1976-77, throughout the province, we placed in competitive employment approximately 1,000 individuals. The average salary earned—I'm working from memory here, to some extent—is somewhere in the neighbourhood of \$10,000 per year. But that figure does not represent the number of people we've placed in sheltered employment or protected employment. Nor

the number of people who returned to homebound employment or the occupation of homemaker or housekeeper.

The 1,000 figure relates primarily to hard competitive jobs at minimum wage or above. So when SNAP approached us by correspondence, our response was basically two-fold—that we are not traditionally into that type of service but that we do provide that service in Metro Toronto. Essentially that was our response at that time.

**Mrs. Campbell:** In this article it is interesting that the director of the Etobicoke service is seeking assistance from the Ministry of Correctional Services. That leads me into another matter because, surely where possible, it is better to try to work through this ministry with its shared funding. Corrections, I assume from some of the things we have learned recently, will hopefully get some kind of funding, but in most of these cases, there appears to be no federal funding at the moment. In this case there were some people who fell into that category, as well as people who were hard to employ for physical reasons.

It leads me into the second question. Of the moneys budgeted for operating costs for halfway houses, could the minister consider funding the Nelson Small Legs, Jr. Foundation in its bid for a halfway house for native people at the rate of \$27,000 for six months? That would be shared on a six month basis.

**Hon. Mr. Norton:** I have received a letter from the foundation which I saw sometime toward the end of last week.

**Mrs. Campbell:** This is not the first time it came to the attention of your ministry is it?

**Hon. Mr. Norton:** Apparently we have no application on hand from them that anyone is aware of, and I only became aware of it when I inquired as to what the foundation was at the time I received that letter. I will have to check and see what the date was. It was in the past week or so that I saw it. We really have not had a chance to consider it.

**Mrs. Campbell:** The information that I have says that they had approached your ministry and had been refused.

**Hon. Mr. Norton:** Yes, we will check and see, but that is the first I have any recollection of it and no one else here seems to recollect. We will check and see, but it is a rather distinctive name that I don't think one would forget easily. We will check on that. They might have made application to the Ministry of Culture and Recreation.

**Mrs. Campbell:** No.

**Hon. Mr. Norton:** No?

**Mrs. Campbell:** They have been to another minister as well, but again you are into the position that in his ministry it is full dollar funding and in yours, I would think there is good opportunity to have some kind of assistance under your own program and from Indian Affairs funding. That is not, according to the minister, available to him, at least at this point in time.

**Hon. Mr. Norton:** Do you know the age group? It might be some of them are from children's services.

**Mrs. Campbell:** No.

**Hon. Mr. Norton:** No?

**Mrs. Campbell:** No. These are offenders.

**Hon. Mr. Norton:** From an adult institution? Adult offenders? We will certainly check on that. I am obviously not prepared to make a commitment without knowing more about the situation.

**Mrs. Campbell:** I appreciate that and I am sorry if I caught the minister by surprise. My information was that there had been an application and it had been refused.

**Hon. Mr. Norton:** We will certainly check to see if that is the case. But I think that someone would have recalled it.

**Mrs. Campbell:** Just in summary, this is with reference now to vote 2802, item 2. If there is anyone else who wants to get in, I think this would be appropriate. But I would like it if they do come in that they stick with the income maintenance at this point because I do want to speak on item 3 of this vote.

[5:00]

I have one thing I wanted to mention. The minister talked about the need to look at needs testing in the general financial economic situation prevailing in the province. I wonder why if that is the case—I'm not advocating a change, but it seems to be a different philosophy, that we have a great many millionaires in this province over the age of 65.

**Hon. Mr. Norton:** They wouldn't be receiving GAINS.

**Mrs. Campbell:** No, but they would be receiving drugs. I have always felt that as far as the old-age pension was concerned, it seemed a good thing to carry it universally without the necessity of the bureaucracy if you put it on a needs test. If it is a matter of importance, it gets caught back up again in the income tax. I'm not advocating needs tests because I basically don't like them. I can give you some examples of names of

people in receipt of drugs who, if we are in a crunch, shouldn't be receiving free drugs because they are in a category of income that in this economy doesn't perhaps, seem to warrant it. It seems strange to me that we're looking with such a small eye to some of the real needs.

**Hon. Mr. Norton:** I'm not sure what that would imply administratively. I suppose if it were, for example, to be tied to GAINS eligibility, that would in some cases create hardship for those persons who are close to the level.

**Mrs. Campbell:** No, you couldn't do that.

**Hon. Mr. Norton:** You couldn't do that. Presumably, if one were going to administer that particular program on something like a needs test basis, it would require an extensive kind of testing program for one single aspect of the maintenance for the senior citizens. Although I'm just speaking off the top of my head, I presume that the costs of the administration of that kind of thing for one specific aspect of the program may be the reason for the deterrent.

**Mr. Rowe:** It would be simple if the federal government used a means test for its old age pension.

**Mrs. Campbell:** No, I don't think that that should be because that's a bureaucracy.

**Mr. Rowe:** No, I'm not suggesting that either. You would buy the list from the federal government as it's universal, to save these unknown numbers of civil servants that would be required to conduct a needs test.

**Hon. Mr. Norton:** I'd like to just add as a very brief comment on your reference to the catch-back on income tax, there may be some validity to that approach in some federal programs that wouldn't apply to the provincial programs. The situation you would end up with provincially is that that money which was caught in income tax would end up being a 65 per cent transfer payment back to the federal government. In fact, it would not result in a direct opportunity for further distribution of those funds at the provincial level, if you follow what I mean.

**Mrs. Campbell:** All I can say is that at least they're accounted for. The moneys that I receive are accounted for. But it disturbs me that we look at these people who are really living at a very low level and we want to be careful that we ensure that there are no disincentives to other people. We want to really pursue it. We want to be sure that they account for every cent. Yet when it comes to somebody in this position, we're a little bit easier about it. So what? Maybe

a few people in this community are getting free drugs that they could pay for, but it's the system. The approach is what bothers me. It's your philosophy that bothers me.

**Hon. Mr. Norton:** It may well be that at some point in time the ultimate answer is something like a negative income tax solution to the problem. I think that as long as we are faced, as we are at the moment, with finite resources—and I'm just trying to construe what you have said in, I hope, a little more positive light—the objective is not to try to make sure that you put the thumb-screws on the needy but rather to ensure that the needy are receiving the resources that are available.

**Mrs. Campbell:** I think you're misconstruing what I'm saying. I'm saying that you do put the thumbscrews on the needy but when it comes to people who can well afford the program, there is a sort of laissez-faire attitude that maybe the economy can look after that part of it.

It isn't, believe me, that I like means tests; I don't. It's just the combination of your answers to Mr. McClellan about many things that are urgent for people in need and your statements about the cost of the drug program itself. It sometimes seems to me that you're distorting the picture. I'm trying to cut back, but I'd like the same kind of pleasant approach to the poor in our society that we seem to have in this drug issue to those who may be very wealthy and who are on these drugs because of their age.

**Hon. Mr. Norton:** You've cited one portion of a total package program for senior citizens, which in fact is not administered by our ministry but by the Ministry of Health.

**Mrs. Campbell:** I know.

**Hon. Mr. Norton:** I don't know but, just to speculate, I suppose the Ministry of Health would say in response to your argument that, as part of the health care system, that is consistent with the universality of that system. I'm not sure what the explanation is; I suspect—

**Mrs. Campbell:** I raised it because of the fact that the global dollar is with the government and it doesn't seem to me that the philosophy is consistent.

**Mr. Chairman:** At this point we've been here three hours and I think it's a good time to adjourn. I would adjourn this meeting until Monday afternoon after the question period.

**Mr. McClellan:** Is there any particular reason why we aren't going till 6 o'clock?

**Mr. Chairman:** The minister has an engagement and, after all, we do want people to feel that he is able to go.

**Hon. Mr. Norton:** I originally thought we would be sitting until 6, but I do have an out-of-town speaking engagement. It would make it more likely that I would get there on time if we were to recess now but if it is the committee's wish to continue, I am at your disposal.

The committee adjourned at 5:10 p.m.



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Ontario

No. S-19

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

### **Social Development Committee**

Estimates, Ministry of Community and Social Services



### **First Session, 31st Parliament**

Monday, October 31, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.



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# LEGISLATURE OF ONTARIO

MONDAY, OCTOBER 31, 1977

The committee met at 3:32 p.m.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (Continued)

On vote 2802, social resources program:

**Mr. Chairman:** Mrs. Campbell had not completed her remarks and Ms. Gigantes is next.

**Mrs. Campbell:** I'm sorry. I thought Mr. McClellan had the floor when we adjourned.

**Mr. Chairman:** You had the floor.

**Mrs. Campbell:** I did, did I? I'm trying to get back my train of thought on vote 2802.

**Hon. Mr. Norton:** While you're collecting your thoughts, there are a couple of items that the committee requested copies of the other day. One was the terms of reference of the management review. I have copies of that for the members of the committee. Also a request was made for the admissions to the various MR facilities and the levels of re-tardation of the residents. I have that as well.

**Mr. Chairman:** Thank you very much.

**Mrs. Campbell:** I think we explored at some lengths the question of the funding available for single heads of family. We have drawn attention to some of the other matters pertaining to the disabled person, which has created a great deal of concern in me. Every single vote in this whole budget is crucial but, as we don't have the time to proceed too far, I am going now to look at the matter of the elderly.

I had made reference to the drug benefit plan and the differences in the way in which it is viewed in two ministries. I can tell you I am pretty disheartened when I think of the fact that you are unable to envision expending the balance of your \$2.6 million in programs to assist the elderly to remain in their own homes. We pointed out at the time—not at the time the program was announced, but at the first opportunity after the election—the difficulties which we foresaw in the way in which it was approached. So far as your basic plans and programs for the elderly go, it does appear you are trying to hold the line in your capital, which would be in accord

with our position, if at the same time there were expenditures available to make a meaningful attack on the whole situation of the senior citizens in their own homes.

The trouble with this government as I have seen it over the years is that you put into a place a program, everything hinges upon it, and then you don't put into the place the things that are necessary to make it work. If you cut off funding or projects for the elderly and don't put into place a comprehensive program of assisting people to remain in their own homes, then you have disaster incorporated. We saw it when you changed the law so far as skid-row people are concerned with the understanding that you would put together half-way houses and detox service. Then you didn't do that adequately at all so that the whole system didn't work together.

I guess what I'm saying to you in this area is that surely there must be now and should have been years ago a comprehensive approach and planning for these people who really are having some very serious problems. I hope with your reorganization and with your new systems developing that you will come forward with some comprehensive plan that we can understand and that has been thought through right to the final position. I think most people in the Ontario community feel you should be assisting the elderly, either with supplementary funding to stay in their own homes, or by some other services. I think it is true that those who live in public housing, say, in Toronto feel that they are better off than they used to be. I think that's a fair statement. But for those who live in the community at large it's almost inevitable that they will be out of their own accommodation, be it rented or otherwise, by reason of the lack of ability financially through the funding that they get in their maintenance programs really to cope with the costs. I think you should be telling us how you propose to overcome that.

I don't think I am going to dwell further on these aspects in this particular vote because I want to get on to the crisis services and then the children's services. I am yielding at this point to Mr. McClellan or to whomever.

**Ms. Gigantes:** I have some items under

this vote. First, I would like to get the minister to go back over a letter which he wrote.

**Mrs. Campbell:** Excuse me, I can't hear.

**Ms. Gigantes:** I will try and speak up, but I have never had much luck at it. I would like the minister to think back to the letter he sent to the exceptional family information services, dated October 24, 1977. I would like to take him back through some of the statements he made in that letter and try to figure out in my own mind what has been happening to this service.

I met with representatives of the family information services about two and a half weeks ago when they went to see Judge Thomson to discuss with him the kind of service which they were providing and which was not being provided anywhere else in the system. As I understand it from your letter, what you are essentially saying is that it does not come now within the scope of the children's services division, that it won't receive interim funding and will therefore fold.

I would like to bring to your attention both the discussion that we had in Education estimates in July with the Minister of Education (Mr. Wells) and also the content of our discussion with Judge Thomson.

Both times the people who were talking to Judge Thomson and to the Ministry of Education, including me, were trying to point out that at the first line of service that a family which is running into troubles encounters there is nobody providing the kind of information that families need. There is a kind of hole that seems to be being solidified in the development of the program, as you are thinking of it or indeed, even as Judge Thomson has been thinking about it. I hope his understanding of it will change. We are seeing a much too great emphasis, an eternal emphasis, the same emphasis we have always seen on acute services, because they are so demanding in terms of the ministry's money that Judge Thomson seems to be overfocussing on how best to recognize the acute services and work backwards down to the level where a family is meeting for the first time some evidence that a child in that family is having troubles.

I pointed out to Judge Thomson and we pointed out to the Minister of Education in July that in our constituency offices, as members—and I am sure the minister can bear this out—the first call that we hear of is probably the first call that an awful lot of families make. It is a call that says, "My child is having difficulty in school. We are not able to find adequate help at the edu-

cational level. There don't seem to be the services available. What do we do?"

The school boards are not able to provide either the services or adequate information about where services may be obtained in the initial request for help. Then families are getting into deeper and deeper troubles which accumulate over time so that eventually I think you can predict that families which are not met with their initial request for help are going to be putting a demand on acute services in this province for children.

I am concerned to see in your letter of October 24 the same lack of understanding, I think, of what kind of service the exceptional family information services is providing and how very vital it is to families which are running into their first hint of trouble and don't know where to turn.

**Hon. Mr. Norton:** I don't have a copy of that letter with me, at least not one that I can lay my hands on.

**Ms. Gigantes:** I have a copy here if you would like to refer to it.

[3:45]

**Hon. Mr. Norton:** Perhaps I could comment just generally initially. Then, if there are more specific questions related to specific statements, I might have a look at it. The question of the availability of information to families at that stage is a matter of very real concern for us. In fact, it's one of the matters that the children's services division has been addressing itself to. The intention is to provide a province-wide source of information which will be automatically and continuously updated and current to be available to families in those kinds of situations.

In terms of planning for that kind of comprehensive service, we would be remiss if we were to encourage ongoing duplication. In this particular case, the service is principally localized, although I realize that there are inquiries coming from across the province. We have indicated to them that we will give them consideration along with all of the other requests that we have for funding, when we have established by the end of this year the priorities we are developing for the allocation of the funds we do have at our disposal.

**Ms. Gigantes:** This is the point I am trying to make. Your understanding and even Judge Thomson's understanding, as far as I can see, at this moment is one that just doesn't grasp what kind of services are being provided by this particular organization. When we discussed in detail with Judge Thomson his plans and the plans within the ministry to develop the information services you are



talking about, the emphasis was all on the acute residential treatment centres. Obviously it's going to be there. That's what the ministry is going to put its efforts into providing information on. That's very useful information but there was no indication—

**Hon. Mr. Norton:** You're wrong in that assumption. That is not the intention that it be directed solely or even principally to that. It's to be a comprehensive information service, not directed only to acute residential services.

**Ms. Gigantes:** That is certainly not what I understood from Judge Thomson, nor do I believe that the ministry itself can provide that front-line kind of information service nearly as well as an organization of this kind. The programs that spring up for what you might call exceptional children, children who are running into their first difficulties—and they usually show up first in school so that families become aware of it—to help children in these circumstances are springing up in each community. Every three weeks. There's a new program. Some are folding and some are designed for a specific kind of help for children or another will be of another kind.

I'm sure you deal with the same kinds of calls that I do—and other members do—in your constituency office, where families don't know where to turn. They've had a diagnosis, they've had some indication from physicians or psychologists or the school board or whatever, that the child has a particular kind of problem, but they have no idea what the first line of service is. As a person who is representing a riding, I know full well that those parents and those families need front-line information about the extra help after school or the special program that's being run by a community group for autistic children for these six weeks. It's community-based knowledge and nobody's gathering it in my community.

It's being gathered in Metro. As far as I'm concerned, I'd like to see it go on being gathered in Metro because I think it's the kind of service that's going to take the pressure off acute services to families in Metro and maybe leave a little bit left over for people in eastern Ontario and northern Ontario.

**Hon. Mr. Norton:** I can assure you that our intention is not to direct our efforts only to acute services. Perhaps you would like to pursue that matter further when we deal with children's services.

**Ms. Gigantes:** I thought it was appropriate to raise it here because in a sense what you're telling us is that you're not consider-

ing it under children's services for the moment. I'd like to know where it's supposed to come in. It doesn't only affect children, Mr. Minister.

**Hon. Mr. Norton:** Where that program is being considered is under children's services.

**Ms. Gigantes:** It's been turned down under children's services.

**Hon. Mr. Norton:** There's been no approval at this time.

**Ms. Gigantes:** This service will fold. We know that. You know that. This particular service, with its enormous expertise and its knowledge of a very intricate, large community, is going to fold and will be gone, I don't think that the ministry is going to build up that kind of service in five years. Certainly, from what we heard from Judge Thomson, with all the explanation he could give us of the kind of information service work that he thought it was important to begin establishing immediately and comprehensively within the ministry, these services that people need at the front line are not always provided by the ministry. You know that.

**Hon. Mr. Norton:** My answer to this is still the same, but I point out that one of our ongoing problems, of course, is the fact that we aren't always able to pick up programs that are dropped by the federal government funding. One of the most unfortunate things about the type of funding that has been available is that it is for a fixed term and a one-shot affair. Groups that have been funded are left high and dry and we simply do not have the resources to fund all of them.

**Ms. Gigantes:** That may well be.

**Hon. Mr. Norton:** It is essential that there be a prioritizing, and that's what we're doing.

**Ms. Gigantes:** I suppose it's on your judgement about the priority of a project like this that—

**Hon. Mr. Norton:** That would be different here.

**Ms. Gigantes:** —that would be different here, because it seems to me that it's going to be an obvious benefit to the province, the drain on the provincial coffers, if the kind of information that families can use within their own communities about services which are not necessarily being funded by the province, or if they are being funded by the province are being funded in community-based ways with a lot of volunteer help involved. I thought it was the policy of your government to make sure that we use those existing community resources.

**Hon. Mr. Norton:** Extensively, yes.

**Ms. Gigantes:** I think that this is one of those areas, Mr. Minister, where you should re-think because I think this is an area where children are going to fall through the system and they're going to end up at a later level requiring more acute services and so are their families, the other individuals in the family. I think the investment in this kind of project, which already has its base, which already had its seed money, which already has the experience, is something you really ought to reconsider before it disappears and I ask you to do that on behalf of eastern Ontario.

**Hon. Mr. Norton:** I assure you this will receive very careful consideration.

**Mr. McClellan:** Who's going to pick up the service when it folds? Who is going to pick up the function that exceptional family services have been performing after they collapse?

**Mrs. Campbell:** The directory service of the government is taking over.

**Mr. McClellan:** When?

**Hon. Mr. Norton:** I can give you the details on that when we get into children's services. We can pursue this matter then.

**Mr. McClellan:** This is part of the five-year plan, I assume, the children's services plan?

You're talking about a service that has been used by virtually all of the service organizations and agencies in this community. It is the only service of its kind. You were saying that you can't afford to pick it up. You don't have anything in the order of the \$258,000 that was spent last year to send white pea beans to Chile, Lesotho and Algeria, or any little pocket of funds in your accounts of that kind that you could get your hands on and prevent this service from collapsing.

You're saying, in effect, that you're going to have to let it collapse. I want to know who is going to pick it up. What is going to happen to this? Nothing? Is it just going to die?

**Hon. Mr. Norton:** On that specific service, I don't know. I cannot answer that question.

**Mrs. Campbell:** Can you tell us this? When you look at a service like this, what kind of criteria do you have to set your priorities?

**Hon. Mr. Norton:** Listen, as I have said two or three times already, if you would raise this matter when we are in the children's services vote then I think we can explore that in much greater detail.

**Mrs. Campbell:** I understand that, except that you know that I have already raised

it several times in these estimates, particularly in opening, and it has been raised again. I certainly yielded on the basis that I thought it came in another vote, but I am perfectly prepared to pursue it in the third vote here, under crisis intervention. It will be pursued as often as it needs to be, because I think you are being perverse in this, with respect, Mr. Minister.

You have people there performing a function, and I mentioned the other day the Sick Children's Hospital and the various people there who were concerned about the service. Surely it is something perverse to say, "We will cut out the one function that they have had, and that is the directory function, and we will carry on with that." As we pointed out to Judge Thomson at the time that we met with him, now who is going to get the information from A to B, with a government directory service?

I have seen some of your directory services in the residential field and they leave me cold. How are you going to proceed now? You already have people working on the directory aspects, according to our information, and that is all they're working on.

**Hon. Mr. Norton:** In terms of the planning for comprehensive services for children, that is not all that we are working on at the present time. If you do want to get into a discussion of children's services I would ask that you raise it during the correct vote.

**Mr. Chairman:** Mr. Minister, we agreed that it was the wish of the committee members that they would speak pretty openly on the three items.

**Hon. Mr. Norton:** That is true with respect to social services, but children's services is a separate vote entirely.

**Mr. Chairman:** I see.

**Mrs. Campbell:** Family crisis intervention service is in there in the next vote, and when did the child cease to be part of the family?

**Hon. Mr. Norton:** The point is that the people who are working on the matters that you are raising at this point—

**Mrs. Campbell:** Are not here. I realize that.

**Hon. Mr. Norton:** —are not here to answer you in detail. I am simply suggesting that if you want that information directly from the staff who are working on it, we would be happy to provide it to you, but the staff who are doing it are not here.

**Mr. McClellan:** We just wanted to make the point that—

**Ms. Gigantes:** That is right.



**Mr. McClellan:** —if you wanted to fund it, it could be funded here out of this vote. I guess we have made that point and I guess, morosely, we have the answer.

**Ms. Gigantes:** Mr. Chairman, there is one other item that I would like to raise with the minister. I will have the opportunity under this vote, I believe I have got the right vote, and that is day care, and the current, what shall we call it—it is almost like the Berlin Wall that has gone up around day care in the province now. I would like to go through with the minister—

**Hon. Mr. Norton:** Day care is under children's services, as well, now.

**Ms. Gigantes:** It has been shifted, too?

**Mrs. Campbell:** It's confusing, isn't it?

**Hon. Mr. Norton:** That should not be confusing. It seems to me that day care is obviously a children's service.

**Mrs. Campbell:** I am glad to hear that philosophy. For so long I thought it was taught by this government on the basis that it was some kind of favour to women.

**Mr. Cooke:** Now we have to make them realize it is educational.

**Hon. Mr. Norton:** The other day I thought you were telling us that we were characterized by our prejudice against women.

**Mrs. Campbell:** You are.

**Hon. Mr. Norton:** Oh, I see.

**Mrs. Campbell:** I have proven it, haven't I? I hope.

[4:00]

**Mr. Wildman:** I wanted to talk about adults and senior citizens, but I don't think any of the things I want to raise are under children's services. I've got two specific problems and then I want to get into a matter the minister expected I was going to raise in these estimates.

In the last number of months in my area it's become quite apparent that with families receiving family benefits, on a number of occasions, and sometimes also with elderly people who are receiving assistance—I'll give you one example, it will be easier to explain that way. There's an elderly lady who owned her home. She had a grown-up family, of course, and grandchildren, and her son also owned a home, a small place. She was on benefits. She came to the conclusion that her own home was too large for her and she suggested to her son that they exchange houses, since he had a small home and she had a large one and she had difficulty maintaining it, and his family was growing.

**Hon. Mr. Norton:** By elderly and on bene-

fits, do you mean that she was in receipt of old age security or was she on family benefits? She wasn't over 65?

**Mr. Wildman:** No.

**Hon. Mr. Norton:** Okay.

**Mr. Wildman:** So they made this exchange, both in good faith, and a year after the exchange took place the case worker discovered it. I'm sure they should have notified the case worker, but anyway, they are now told that because she technically gave away her home, she should have sold it and she should have received adequate compensation for it, since the house she now has is not worth as much as the house she had previously; therefore, she's not entitled to benefits. This is inconceivable to me.

The son is very angry about the whole thing because he did not do this with any intention of hurting his mother's income. He did it, though it would benefit his family certainly, but because it was difficult for her to maintain her home.

I just can't understand how this sort of thing could happen. I've had two or three other cases in my area where people who had recreational homes, that is, second homes, and were receiving benefits have now been told by their case worker—perhaps it's a little more diligent case worker, a new case worker in the last year—that they have to sell these homes. Although they are entitled in every other way to benefits, unless they sell the homes they will be cut off. If they do sell them with any kind of remuneration that would also probably affect their income.

I'm wondering if this is just peculiar to my area or if it's some sort of overall policy that we tell people they have to stay in homes that are too big for them, even if they can't maintain them, in order to maintain their income.

**Hon. Mr. Norton:** I'm not familiar with the specific case you raised first. If you would give us some more specific information on that we could respond.

**Mr. Wildman:** I haven't raised the case with the ministry. I've raised it very vehemently with the local agency.

**Hon. Mr. Norton:** With respect to the second matter that you raised, I suppose the problem that one encounters there is that, given the fact that benefits, family benefits or whatever, are paid out of tax revenue from other persons who may, in fact, hypothetically, be the next-door neighbour, when one is in a position to have additional properties the persons who are, in fact, paying the tax to assist in situations like that in many cases may not be that well off them-



selves. I think the principle involved is that one is asking the family or the individual to first help themselves as much as they can, if they have additional property, so that the other taxpayers in the province are not subsidizing the maintenance of additional properties that they have accumulated over the years.

**Mr. Wildman:** I understand that. The thing that bothers me is that when you have a family that has had a camp, as they call them in the north, for 20 or so years and then the husband runs into medical problems, and nobody debates that he needs assistance and his family needs assistance, he is unable to divest himself of that additional property by giving it or selling it at a nominal fee to his children, who have grown up going to that cottage or that camp every summer. He is told that he has to sell that to someone at market value. Considering the problems that a family in that situation may be going through, that is just an additional burden that is being placed upon them, not only on the person who might receive benefits but on the whole family.

**Hon. Mr. Norton:** I think, though, in principle it is not different from what any other family would be faced with if, for example, as opposed to being unable to work or unable to find work, they were in a situation where they suffered a decline in income.

**Mr. Wildman:** Okay.

**Hon. Mr. Norton:** If people had a level of income which afforded them the opportunity to maintain a country home, a farm in the country, at a very high cost, and a number of other properties, and their family income were to drop because of reverses of some sort but yet they still had substantial income, they may well have to make the decision to sell some of the properties.

**Mr. Wildman:** I only want to point out to the minister that in the cases I am discussing they are tarpaper shacks that are beside very nice lakes, but they are not very great buildings.

**Hon. Mr. Norton:** I don't think the principle is different, though, whether it's a Taj Mahal or a simple cottage.

**Mrs. Campbell:** Or a Minaki Lodge.

**Hon. Mr. Norton:** That is not under this vote.

**Mr. Wildman:** The only other thing I wanted to point out about that is that in many cases these people did not understand that that was a stipulation originally, and now they have subsequently, a year or two later, suddenly been told. They didn't do it

in bad faith. I mean, they didn't attempt to defraud or anything, and I think the agencies agree that they didn't, but suddenly they have been told, "Divest yourself of this."

The thing is the agency, or the ministry, or whatever is involved, just says "market value" without determining what is market value. They don't have an appraiser come in to see whether the place is worth more than \$1,500 or is worth \$10,000 or whatever. They just go in and they say, "Look, this thing is worth too much."

When I wrote a letter asking what qualified real estate appraiser had been involved they said, "Well, none. We never do that." How on earth do they know what it is worth then? That's my question.

**Hon. Mr. Norton:** Perhaps Mr. Smith, our director of provincial benefits, would answer.

**Mr. W. G. Smith:** Certainly we would be prepared to get an informed appraisal in a given situation. I think we accept the fact that in most communities the value of land is fairly well known generally, the fair market value, and certainly in any case that I have ever looked at personally we've never placed a high value on it.

I think, if anything, we have probably been somewhat below sort of the median range for property of that kind. Certainly the question of the family cottage is one that comes up all the time and that is the most difficult one to deal with.

In cases of property that is not saleable, of course, they merely have to indicate to us in some way that they have made an effort to sell it and, in fact, it is not saleable, and that is acceptable.

Secondly, in the question of the trading of properties we are quite able to try to work out some satisfactory arrangement on the funds being held in escrow and so on. In the more general situation where somebody has to improve the property rather than move into lesser accommodation the sort of situation where the family is expanding is what I am talking about, frequently you will find someone who wants to move up and if they have a second property which they can sell and realize some money from it that is to be applied to a property that would give them adequate accommodation, we can accommodate that under our operating policies and the legislation.

Where the second property is a disposable asset, at the moment we're required to ask that they make efforts to sell it.

**Mr. Wildman:** I can get the details of that case to you. One other specific thing I wanted to raise is, I understand that the

minister or the ministry recently made some provision for increases in fuel costs in determining a family budget recently. Did you? In regard to the high rate of fuel increases, especially in northern Ontario?

**Hon. Mr. Norton:** What we do now is we pay the actual cost of the fuel. Previously we would do it on the basis that at the end of the season there would be a catch-up.

**Mr. Wildman:** Yes. It would be estimated.

**Hon. Mr. Norton:** That's right. People could submit their bills and then be paid the balance at that point. Of course, that was creating problems for many families because their fuel supplier was constantly after them to pay their bill. What we're now trying to do is to adjust it on a monthly basis, on the basis of submission of bills for the previous months, so that lag of several months doesn't occur.

**Mr. Wildman:** In my area we've found that has been pretty well successful in regard to oil and gas, but we've run into a tremendous problem with electric heating because the agency, for some reason, can't figure out what is heating and what is appliances on the electric bill. As a result, they just put what was on last year or estimate, ignoring the fact that hydro's had substantial increases.

I don't understand why they can't do something like taking the summer bills in July and August, seeing what their average is and then looking at December and January and subtracting the difference and figuring out that that must be pretty well the heat charge. That's certainly not accurate, but it's one way of doing it and I don't see why they don't do it.

**Hon. Mr. Norton:** Perhaps Mr. Smith could respond to that.

**Mr. W. G. Smith:** We are aware of that problem. We're also working on trying to come up with a formula, if you like, that could be applied as a general rule. We will try to make the adjustments in the branch as much as possible if the company is unable to tell us how much of the increase is attributable to heat and so on.

We are gradually getting some fairly hard data on what percentages of different kinds of fuel would be used, because we also have situations in which people use oil to heat water, for example, as opposed to heating the house, and this kind of thing; so we have all kinds of combinations. We are aware in the last year or so, as you say, of the hydro problem in particular and we have been trying to work that out. We would be glad to look again at any individual community, if you like, even where there's been an unusual change.

**Mr. Wildman:** I can tell you, Blind River right now. One other thing in regard to Blind River, I understand the March of Dimes had started, probably under a federal program again, a rehab centre for disabled adults, physically and retarded adults as well, in which they did small repairs on appliances and clothing, these kinds of things, and sold them in a retail outlet. A number of people who were previously unemployable and were on full benefits were able to obtain employment in this centre in Blind River. There is a similar centre in Sault Ste. Marie, by the way. This was a sort of satellite of it. They applied to your ministry for assistance, I believe in the range of \$15,000—maybe it was \$20,000 or \$25,000, but I think it was \$15,000 they asked for—so that they could operate for one more year now that their federal funding has run out. I understand that has been denied.

**Hon. Mr. Norton:** I'm not personally familiar with that but I gather that some of the staff recently met with them.

[4:15]

**Mr. Crichton:** Yes. Mr. Chairman, I do not have the figures with me on the exact amount of the grant requested, but I could obtain those figures if you wish. The March of Dimes is an agency that's geared to serve the physically handicapped primarily. My understanding is that the project in Blind River was funded initially by a LIP or a LEAP grant and the group has come to us requesting operating funds, and undoubtedly some capital funds, to continue with that project.

Over the past two years, we have been holding the line on expanding that particular part of the program with respect to that client group, so we were unable to give them assurances at this time that we could expand this year, or next year for that matter.

**Mr. Wildman:** That means they are going to close up in Blind River. You are going to have a situation where you have people who were on full benefits before and getting a supplement to their income and becoming a little independent and able to support themselves to some extent, now going back to you for full benefits. It seems like false economy to me.

**Hon. Mr. Norton:** How many persons would be involved, do you know?

**Mr. Wildman:** I think there are about 10.

**Mr. Crichton:** Again, I don't have those figures.

**Mr. Wildman:** I am not certain of the number.

**Mr. Crichton:** Speaking to the issue, gener-



ally, this is a problem that we are experiencing to some extent in planning for this particular type of service. We have projects in at least three other communities which, in fact, we have funded and we have been funding for some time. The organizations involved have applied for additional funding under LIP and LEAP grants.

It presents a continual planning problem to us when these funds run out. The funds are often times granted by the federal authorities for an unspecified period of time. I recognize that they say initially that it is for six months or it is for a year, but they seem to go through almost perpetual kinds of extensions on this, which leaves us with a planning gap here.

Blind River is, to some extent, not alone in that. The March of Dimes was well aware at the time it undertook that project that we would in all likelihood not be in a position to pick up continuing funding. It was our understanding in a number of these types of projects that they would be looking for additional resources within the community.

**Mr. Wildman:** They were, and they did attempt to get additional federal funding as well. I am not dealing with this as a specific, I am dealing with it as an example of what may be happening right across the province, but I want to point out as well, in the specifics, Blind River is not a community that has a great deal of community resources in terms of professionals or finances. There is no industry in Blind River. The only people who are able to work are basically young men who can work in the mines in Elliot Lake and commute 100 miles a day.

There is nothing in Blind River that is going to make it possible for people in these kinds of situations to obtain local assistance, unless the Treasurer (Mr. McKeough) is going to give a hell of a lot more money to the municipality. I dislike what is happening there and I would like the ministry to take another look at that specific case.

**Hon. Mr. Norton:** Until now I was not aware of it, but I will certainly undertake to familiarize myself with it and discuss it with Mr. Crichton.

**Mr. Wildman:** All right. I don't want to take up all of the time here, but the one other main thing I want to discuss is senior citizen's residential care in Algoma. I have raised this with the ministry repeatedly since 1975. I don't know whether it is necessary for us to go all through it again, except to indicate that the area is obviously much larger in terms of total square miles than

most areas in southern Ontario. You could superimpose Algoma onto southern Ontario and it would cover more than Ottawa to Toronto.

Even though there are, by formula, the right number of beds for the population for residential care, the area is too large to be covered that way. The three facilities that are now available are all in the southeastern part of the riding; Sault Ste. Marie, Thessalon and Elliot Lake. That leaves the north end—which has the largest community outside of Sault Ste. Marie and Elliot Lake—Wawa and Dubreuilville, Hawk Junction, and White River and Missanabie unserved basically, unless it means dividing a couple, if one needs care, by at least 140 miles and 200 miles and more in some cases. You end up with situations where people just won't go, or they end up being cared for in the Lady Dunn Hospital for periods of time on a recurring basis when they really shouldn't be in that kind of facility.

In 1975, the Ministry of Health suggested that they would be willing to fund 15 nursing beds, chronic care beds, in the kind of facility that you have shared with the Ministry of Health in Barrie and in Hornepayne, which is in the north end of my riding. I got an indication from the ministry in 1976 that you weren't too pleased with those kinds of facilities, because in the Hornepayne experience and perhaps in Barrie, you felt that the Ministry of Health got more for their money out of them than you people did, so you would be more willing to look at a separate kind of facility.

It took some persuasion, but we finally got the local boards, the home for the aged boards and the social and family services board and the municipalities to apply for that. We met with your executive assistant not long after your appointment, Mr. Minister. At that time it was suggested we do another survey. Although there had been one done previously, the ministry felt that was inadequate. The local senior citizens had done an extensive survey also.

To prove that the senior citizens were right, we agreed, we went ahead with the survey. It was done by a Mr. Miller. He did extensive interviews in Missanabie, White River, Hawk Junction and Wawa. He didn't do Dubreuilville, I suppose because he couldn't speak French. Also Dubreuilville, of course, doesn't have the same kind of need because it has a much younger population. At any rate, he found a substantial need, in terms of 70 people, individuals whom he felt would be in need of this kind of care in the next couple of years.



I don't think there's any doubt that you people in the ministry accept that there's a need in northern Algoma. I hope there isn't. The problem is that there are no funds, so, when we found that there wasn't any capital expenditure going to be allowed, they started looking at the possibility of an existing motel that could be renovated by the owners and then leased for a 10-year period for this kind of facility. There was a great deal of hope in the community that this might go, that this might get through and might be accepted by the ministry. Then, in meeting with you and your officials on another matter recently, although you expressed sympathy for the situation in Wawa, you indicated that there just weren't funds available.

I'd really like to know where that stands right now, what your reaction is to the survey, what you're going to do to get some kind of residential care for the senior citizens in the north end of Algoma.

**Hon. Mr. Norton:** I'll ask Mr. Crawford perhaps to respond to that because he's been dealing with the situation directly.

**Mr. Crawford:** I don't think that the situation is entirely finalized. One of the other problems we've had in the renovations of the motel in Wawa is that taking that needs survey, we actually came up with the possibility of far fewer than 70 moving in, and, with the renovations being part of a lease agreement, the per diem would exceed \$55 a day. That calculation was made by Mr. Frank Hill, the administrator of homes in Algoma, at the Davey home in Sault Ste. Marie. A rate of that magnitude for a residential facility would be the highest in the province. Not even in Hornepayne, where we have the joint project with Health through the hospital, or the Elliot Lake project, which is fairly high cost, were we anywhere near that figure. I think, Mr. Minister, it's a question of continuing to review this, but, for the moment we've had to say we can't proceed.

**Mr. Wildman:** I'd like to know, if that's the case, where this facility is in terms of the ministry's priorities in the north. We've been talking about this since before September, 1975. There was a commitment from the Ministry of Health in August, 1975. That's gone by the board, I understand, because of the restraint program as well.

Isn't it true that when you do a survey like this, in general you find more people who say they want it than actually move in when it comes? Is that correct?

**Mr. Crawford:** Yes.

**Mr. Wildman:** And that's what you get your calculation of \$55 on?

**Mr. Crawford:** Right.

**Mr. Wildman:** On past experience.

**Mr. Crawford:** Right.

**Mr. Wildman:** Well, where is it on the priority list?

**Hon. Mr. Norton:** As you are well aware, generally the delivery of service in northern Ontario presents us with some unique challenges, partly because of the distances the people have to travel and so on. I think it is fair to say that trying to resolve that is a high priority for us at the present time. When we get into children's services, for example, we'll be able to talk of some of the things we are contemplating there with regard to services in the north. But I don't know what the specific answer is to this problem with respect to homes for the aged. We don't have the capital to initiate a building program at this point. It's fair to say that if we could come up with a solution that would result in a more realistic per diem rate, we would be prepared to look very favourably on it.

**Mr. Wildman:** I just want to close by saying two things. One is that if you were to build a facility or to obtain renovated facilities in Wawa, I want to point out that it still would be 75 miles away for somebody from Missanabie. It would be 60 miles from White River. It would be about 60 miles from Dubreuilville. So you are still talking about long distances. You can imagine what it is to go from those communities to Sault Ste. Marie, which is 140 miles further.

The other thing is that if people are being hospitalized in the Lady Dunn Hospital in Wawa a number of times through a year because they can't look after themselves all the time, they have recurring health problems, it costs a hell of a lot more than \$55 a day to keep them in the Lady Dunn Hospital.

**Mrs. Campbell:** It doesn't come out of this ministry.

**Hon. Mr. Norton:** By the same token, looking at alternative ways to meet those needs, it probably would be cheaper for us to pay someone to be with that individual in his or her own home.

**Mr. Wildman:** If you could do that, it would be a help.

**Mrs. Campbell:** When do you start?

**Mr. Cooke:** I just have a brief point I wanted to bring up under the homes for the aged Act with regard to the process that the homes for the aged go through when a patient is going to be put into the special care units for senile senior citizens.

**Hon. Mr. Norton:** Extended care, you mean?

**Mr. Cooke:** Yes, extended care. Well, no. I'm not sure whether we are talking about the same thing. When I'm talking about the special care units, I'm talking about the locked wards that some of these homes for the aged have.

**Hon. Mr. Norton:** Do you want to respond to that? I am not personally aware of that.

**Mr. Cooke:** I am aware of some of the processes. I just wanted to check it out before I asked a further question.

**Mr. Crawford:** Basically each home has a physician appointed who is responsible, along with the administrator or the director of nursing and the care team within the home, for making a decision that an individual elderly man or woman might require more protective surroundings. It's as simple as that. It's a medical diagnosis and a medical decision.

**Mr. Cooke:** My concern with that particular process, and I have experienced it because I worked under one of the provincial programs in a home for the aged a few years back and have kept up on the process, is that senior citizens or members in these particular homes are put into these special care units or extended care units and, firstly, not always are they all senile. I think from my background in social work I have a better ability to diagnose some of these people than do the MDs or the nurses who do the diagnosing—and sometimes it boils down to an RN, not to an MD. Some of these people are not senile. They are psychotic or they are having serious mental illness problems and they don't get any treatment for it. That's one of my concerns.

My second concern is that once they get in, it's damned hard to get them out. That one summer I worked at Huron Lodge in Windsor there were three people who I had to fight like heck to get out. It took months to get these people out, and there was absolutely nothing wrong with them when I was looking at their cases. Finally they did get out.

But that is a real problem. There is no review and there is no treatment for these people once they're in the extended care program. They're locked up.

[4:30]

**Mr. Crawford:** I think the record would show a little differently across the province. I think we may be talking about some specific situations which it would be well to—

**Mr. Cooke:** If it happens once, it happens too often.

**Mr. Crawford:** I concede that, but I think that the reality-orientation program, the joint work we're doing with the Ontario psychogeriatric association, the interest of a number of home physicians—I'm very surprised that Dr. Robert Andrew, as home physician in Huron Lodge, would not have been more supportive—

**Mr. Cooke:** He's not a psychiatrist, he's an MD.

**Mr. Crawford:** Psychiatrists are MDs, too.

**Mr. Cooke:** I realize that, but the MDs don't have the psychiatric training that psychiatrists do.

**Mr. Crawford:** I have found Dr. Andrew to be very co-operative in team-work with other health professionals and social workers. We concluded on September 28 a meeting which Dr. Andrew chaired at the Skyline Hotel, and in his approach in that meeting I certainly found him to be more oriented towards the behavioural sciences. So I can only say that I'm surprised that—

**Mr. Cooke:** I didn't want to get into Huron Lodge in particular. I wanted to get into the whole process of how people get in. Obviously there are not enough protections built into the process and people can get into the position where they are in these extended-care wards and they're in for the wrong reasons. Their cases are not being reviewed.

I wouldn't think that all the homes for aged across the province have reality-orientation programs. I wouldn't, because it's only been in the last couple of years that those programs have been brought in at all. I would think that when you're talking about those types of programs, they're new and they're not all across the province, so that type of treatment isn't offered uniformly all across the province.

I would think that that's something the minister should look at immediately. There should be some protections built in for these people, because it is just like putting them in a psychiatric hospital and having them locked up. I mean that one summer that I worked at Huron Lodge, I couldn't even bring them a bottle of beer once in a while. They have no rights at all. Everything is taken away from them. They don't administer their money. They have to sign everything off.

**Hon. Mr. Norton:** I can assure you that I will look into that matter. I was not familiar with it. I'll pursue it forthwith, because I



agree that one individual is one too many, if he should be, through error, admitted to that kind of setting.

**Mr. Cooke:** Especially their review. Once they're in, I think their case should be reviewed on a regular basis.

**Hon. Mr. Norton:** I might add that the whole question of the admission of elderly persons to whatever kind of care and facility and the question of the evaluation of their needs are subjects that we are presently discussing at the policy field level with other ministries involved with care for the elderly and programs relating to the elderly. I would hope that in the not too distant future we'll be developing a much more comprehensive approach to that, comparable perhaps the kind of thing that we have under way now with children's services. So the general question of admission of elderly people to care, and evaluation of their needs, is something that is actively under consideration. But the specific situation you describe is something that I will undertake to attend to immediately.

**Mr. McClellan:** I have a number of areas that I wanted to cover on this vote. Could I ask one question firstly with respect to the processing of applications for provincial allowances for the retarded upon reaching age 18? There was a series of allegations made very recently that you are not moving people on to those pensions immediately when they turn 18. In fact you are refusing to take their applications until they reach the age of 18 and, as a result, there's two, three, four or five months' delay in the commencement of benefits. I assume that you saw the article in the Globe. I had always assumed that since the families of the retarded are, by and large, aware of their rights to allowances—and this is a program of some long standing—that you would, just out of simple administrative decency, make arrangements to take applications prior to the birthday so that the pension could start immediately somebody reached the age of eligibility.

**Hon. Mr. Norton:** My understanding is that we do. In fact, I'm sure of cases where the application has been made prior to the 18th birthday. There may be some delays in some cases that go beyond the 18th birthday. Do you want to specifically comment on that?

**Mr. W. G. Smith:** Yes. The instruction normally followed is that we would take it up to three months before the 18th birthday, and preferably as close to the three months before as possible, so that it does give us time to examine the medical evidence and so on that has to be examined. The mentally

retarded are one of the more difficult groups to assess in terms of that medical borderline that we've talked about so often, so we would hope that could be the case.

In relation to the article, which I think referred in part to the Metro school authorities, our ministry initiated a series of meetings with the Metro school people about a year ago. Realizing that they would be in touch with a lot of these young people we would be dealing with, we met with them and we made specific arrangements to try and expediate any applications that they might want us to take, both at the district level and the branch level. Also, we said we would be glad to look at any case individually that they felt we might have made the wrong decision about in view of the evidence that we had on file.

These were meetings that were initiated by the ministry and not by the Metro board and we were, therefore, somewhat surprised at the tone of the article.

**Mr. McClellan:** I would gather, then, that there had been difficulties?

**Mr. W. G. Smith:** Yes, sir.

**Mr. McClellan:** Can you not review again those cases where there may have been difficulties and see if you can't backdate pensions to the date of the eligibility?

**Mr. W. G. Smith:** The two cases that were cited have already been reviewed.

**Mr. McClellan:** With what results?

**Mr. W. G. Smith:** On one there was an adjustment.

**Mr. McClellan:** Back to the age of eligibility?

**Mr. W. G. Smith:** Not back to the date of application, but back to the date of the submission of certain evidence that we didn't have. I'm speaking from memory now.

The other one was a case which had already been to the Social Assistance Review Board around the question of the date of decision, and the branch decision had been upheld by the Social Assistance Review Board in that case, so that in that one there has been no change.

**Mr. McClellan:** I don't understand why you would want to nitpick around the date of eligibility. Surely, in these kinds of cases for this class of people, there shouldn't be any question of eligibility in your provincial allowances, assuming that the medical evidence is provided? If there are difficulties and delays in getting the medical evidence, why don't you simply backdate it to the period of age eligibility, assuming that the application takes place within the year that the person reaches the age of eligibility?



**Mr. W. G. Smith:** Mr. Chairman, there are two conditions in the regulations that we must meet at the moment. First, an allowance may not be granted before the first day of the month following the month in which the application is made.

The second part of it is that we can only backdate it up to four months from the date of decision. It's one of those "whichever is the later" kind of things, so you do get situations in which the family or the individual applying has not provided us with certain kinds of information that is required for a period of more than four months after the first day of the month following the date of application. In those cases, because of the regulation, we can only go back four months. So there are those two things that are statutory that we have to abide by.

**Mr. McClellan:** Let me ask the minister—sorry, did you have anything else to add on that?

**Hon. Mr. Norton:** No, I was just inquiring actually of other similar situations. In fact, specifically I was asking about old age security; if in that situation there was a delayed application, how backdated that might be.

**Mr. McClellan:** What was the answer?

**Mr. W. G. Smith:** It is not uncommon for programs to be decided that an application is not complete, in fact, until you have all the documents. So in some programs—and I'm not saying old age security is this way because I don't know—the position is taken that until all of the documents that are required are there, the application is not completed.

**Mr. McClellan:** Is that the policy that you follow?

**Mr. W. G. Smith:** No, that's quite different. As I say, we accept the application from the date of the application, as it were, and work from that point.

**Mr. McClellan:** Why don't you revise the regulation? There seems to be just an unjust situation, an inequitable situation. What we're talking about are people getting tangled up in red tape. That's what we're talking about. I acknowledge the need for your administrative processes, I suppose. Along with that goes the inevitability of people getting enmeshed from time to time in red tape and delays, not necessarily through their own fault or through anyone's fault. These kinds of things happen.

Surely your regulations could be amended to give a little more flexibility around that, particularly in the case of retarded, so that people don't lose a number of months of

pension entitlement? Would you give some consideration to revising the regulations if that seems to be the problem?

**Hon. Mr. Norton:** I'm prepared to look at the question of revising the regulations, certainly, and what the implications of that might be. Did you have a comment you wanted to make, Mr. Anderson?

**Mr. Anderson:** I think Mr. McClellan's comments are particularly valid with regard to the retarded person whose situation might be considered rather stable, but in some situations the person is turned down on the basis of medical evidence which, in a progressive illness, might be quite different from the evidence which was provided two or three months later. On that kind of a basis, it might be inappropriate to date it back the full period of time, because the condition that's being evaluated has changed.

Even with regard to at least one of the situations that was raised in the Metro school review, I think one of the doctors had indicated that the person under consideration had marked in some aspect of the form that that person, under certain circumstances, would be considered employable. This is, I think, one of the difficulties that comes up with a number of the persons who are in the borderline situation. They are being trained for employment in many cases, and it's hard to say, "At this moment, you're unemployable," and after the process has been completed, "You are employable." It's been a difficult condition to resolve.

The other point that I would like to make, and I don't think Mr. W. G. Smith made it totally clear, was that in the same situation with the same person there was a clear indication of our policy with regard to taking of the application. The request was made by the individual or on behalf of the individual in March. The application was taken in April, whereas their birthdate was actually in June. In that particular situation there is a clear indication we have a policy which allows us to act well in advance of the 18th birthday.

[4:45]

The other complicating factors relative to the assessment of the individual may have delayed the application after that date, but our policy certainly is to take the application where it is known and where the staff resources are immediately available.

**Mr. McClellan:** Do you intend to get back to this school to review other cases that they may have knowledge of where there had been similar delays?

**Mr. W. G. Smith:** We have an under-

standing with the Metro school people about the case, and that has been so for the last year.

**Mr. McClellan:** I would appreciate being advised of the results of any review that you do around a change in the regulations as they apply to the retarded.

I assume that this is an appropriate place to ask a question concerning the medical advisory board. I have had expressions of concern about the age of your medical advisory board members. How many members are there altogether?

**Mr. W. G. Smith:** At the moment we have two full-time members and two part-time members,

**Mr. McClellan:** What are their ages?

**Mr. W. G. Smith:** I guess it would be safe to say that they are all over 60, although I think one is—I may be doing her a dis-favour; I am not certain.

**Mr. McClellan:** Is it fair to say that they are all over 70?

**Mr. W. G. Smith:** No.

**Mr. McClellan:** Is it fair to say that three of the four of them are over 70?

**Mr. W. G. Smith:** No, I think two of them are perhaps over 65 and two of them between 60 and 65, although the latter one could well be between 55 and 60.

**Mr. McClellan:** So there are no members of the board who are over 70?

**Mr. W. G. Smith:** I think one may have just passed the 70th birthday within the past year. I would be glad to get all the facts, Mr. Minister, and pass it on.

**Mr. McClellan:** I am sorry; just so that I understand: One is over 70 and two of the remaining three are between 65 and 70?

**Mr. W. G. Smith:** I am guessing.

**Hon. Mr. Norton:** No.

**Mr. Anderson:** One is possibly under 60, one between 60 and 65, one is 65 to 70 and one is slightly over 70.

**Hon. Mr. Norton:** If you want more specific information perhaps we can get it for you. I couldn't even tell you the age of the gentlemen to my left and they are right here.

**Mr. McClellan:** I understand the medical advisory board has to review every single application in which there is a medical determination to be made?

**Hon. Mr. Norton:** Is it every single one?

**Mr. W. G. Smith:** Yes.

**Mr. McClellan:** That is quite a work load. What would be the volume of applications over the course of the year? I have it some-

where in this pile of material, but I don't have it to hand.

**Mr. W. G. Smith:** I have the total number of applications in my head, but I don't have the number that pertain to the disabled and unemployable. It is in the order of 25,000 new applications per year and about 10,000 reapplications. I guess something in the order of 40 per cent of those might involve medicals.

**Mr. McClellan:** Right; that is a fairly large work load. May I suggest to the minister that you have a look at that aspect of the operation? I hear expressions of concern that the medical advisory board is overburdened and that this is causing serious delays.

**Hon. Mr. Norton:** Yes, I will have a look at that in terms of work loads. I hope you are not implying that because an individual may have passed her 70th birthday that she is therefore less competent?

**Mr. McClellan:** No, not at all; although I think it would be useful and helpful administratively to have a mix of experiences on your medical advisory board, and some additional people to speed up the process of making determinations in the applications.

**Hon. Mr. Norton:** Also, bear in mind that in the particular profession involved it would be difficult, I suspect, to get very young people involved in that kind of job because of the professional aspirations they might have that wouldn't lead them in that direction.

**Mr. W. G. Smith:** Mr. Minister, perhaps I could add to that. To my knowledge I don't think we have any backlog in the system in relation to the examination of medical certificates. We do have, in fact, the additional part-time member whose hours we can change in order to fill in at any time we are experiencing a backlog.

**Mr. Chairman:** Are you finished, Mr. McClellan?

**Mr. McClellan:** Does the medical advisory board have a policy about making determinations where alcoholism is involved in the case of applications for benefits on the grounds of unemployability? Is there any clear statement or policy guidelines or criteria? I am talking about cases where there are physical problems, but in addition to the physical problems there is alcoholism involved. Are you aware, Mr. Minister, of any ministerial criteria with respect to these situations.

**Hon. Mr. Norton:** The alcoholism aspect of it?



**Mr. McClellan:** Yes; the alcoholism factor in approving or denying applications?

**Hon. Mr. Norton:** I am not aware of any.

**Mr. W. G. Smith:** I would suggest alcoholism is taken into consideration along with whatever other disabilities they are aware of. I have looked at a lot of them and I think some are not granted and some are.

**Mrs. Campbell:** Could I just come in here on that point? When this was discussed with Rene Brunelle, this question of definition for example, he made the statement, as I recall it, that that was one of the reasons you had this terrible definition situation. Is that no longer true?

**Hon. Mr. Norton:** Definition in what regard?

**Mrs. Campbell:** Unemployable by reason of a permanent disability and permanently disabled. The answer he gave us at that time was that that was one of the reasons for that strange definition section. It doesn't seem to be so now.

**Hon. Mr. Norton:** That certainly is not my understanding of the reason for that distinction.

**Mrs. Campbell:** Well I'm delighted; because if that's the case there should be nothing to stop you changing the definition.

**Hon. Mr. Norton:** Is it your recollection that he was suggesting a person who is suffering from alcoholism would be treated as unemployable as opposed to disabled?

**Mrs. Campbell:** That's right.

**Hon. Mr. Norton:** I don't know whether that is so or not.

**Mr. Anderson:** Again I don't think, Mr. Minister, you can make any flat statement. Alcoholism would only be one factor in the total assessment. If you were dealing, as you might well be, in areas which you might be familiar with in downtown Toronto, you might be dealing with a person who is a multiple amputation victim who might be alcoholic too; but the principal factor would be his physical limitation and that would be quite clear in those kinds of situations.

There might be some people who, because of their chronic alcoholism, are rendered ineffective to the point of being unemployable, with very few other contributing factors as far as the physical condition is concerned. They might well be turned down on the basis that the condition they suffer from which renders them unemployable chronically is certainly treatable and can be overcome. I think the doctors have said repeatedly in the past that they have to take the combination of factors into consideration.

**Mr. W. G. Smith:** Perhaps I could add one word to that. If you want to think of the example, say of a 35-year-old who has a serious drinking problem as opposed to the 55 or 58-year-old who has probably had a drinking problem for 30 years, there are those kinds of distinctions made in determinations.

**Mr. Chairman:** Have you further questions, Mr. McClellan?

**Mr. McClellan:** I just wanted to get that on the record, Mr. Chairman.

I had a look at the Family Benefits Act. I have the August, 1975, office consolidation, and on page 16, regulation 9, which deals with the number of hours that the family benefits recipient can work why does it say "she" instead of "he or she"?

**Mr. Anderson:** I guess the principal reason would be that the person considered to be an employable person in that situation, unless it is a she, wouldn't be in receipt of family benefits; but again, I think it's one of those things in legislation that probably could be applied regardless of sex. If a person who is unemployable by definition, and accepted as such by the medical advisory board, then takes part-time work, the application could be made there. Perhaps Mr. W. G. Smith could clarify anything further you may need.

**Mr. McClellan:** You understand my concern. It seems to be a straightforward case of discrimination against women that there is a ceiling placed on the number of hours a woman may work, whereas the same restriction is not applied to men.

**Mr. W. G. Smith:** Mr. Chairman, that ties in with the rest of the regulation. As Mr. Anderson has said, in order to qualify a male would normally have to be classified as permanently unemployable or disabled, and therefore the hours of work probably would never apply to him; otherwise he would not be eligible for the program.

**Hon. Mr. Norton:** I have asked all branches of the ministry to review all our legislation and regulations and bring to my attention any areas which could be interpreted as implying some sexual bias.

**Mr. McClellan:** This is one of them. I mean it doesn't just imply it, it enshrines it.

**Mr. Anderson:** Mr. Minister, I am sorry. It has been pointed out to me I didn't provide full clarification, because that section refers back to a section of the Act which refers to a single mother raising a family; so on that basis it can only refer to a "she" since it deals with the single mother specifically and not to a father who is single. There would have to be a reference to a separate section



to deal with the single father or with a disabled father.

**Hon. Mr. Norton:** There are some biases in the legislation against men as well.

**Mrs. Campbell:** Those will be corrected immediately, the rest will take time.

**Hon. Mr. Norton:** Especially bachelor fathers and the like.

**Mr. McClellan:** I don't understand. A male recipient of GAINS D is not precluded from working at all?

**Mr. W. G. Smith:** He would not be a male recipient of GAINS D if he were able to work; at least his chances are extremely remote.

**Mr. McClellan:** But there are cases of people who are able to do some small part-time jobs and there are no hourly restrictions; is that correct?

**Mr. W. G. Smith:** That's correct.

**Mr. McClellan:** Well then why, I ask the minister again, are there hourly restrictions against women which are not applied to men? If we are moving into a period where support services are being provided increasingly to the disabled and to the handicapped to enable them to increase their ability to participate in the economy, perhaps never fully but at least to the extent of their abilities, we will see more and more cases of recipients of GAINS D attempting to engage in employment. Yet there are still these kinds of inequities.

[5:00]

All I'm saying, and the only point I want to make, is that you rationalize this endlessly, as the ministry has always managed to rationalize it from time immemorial, but it doesn't make it right and it doesn't make it comprehensible to people that you discriminate against women in your program.

This isn't a mother's allowance legislation, it's called the Family Benefits Act. We don't have mother's allowances any more. We don't have to, because of all the punitive and restrictive clauses of the Mothers' Allowance Act were cleverly transferred into the Family Benefits Act. It's about time you cleaned it up; and in the process of cleaning it up, I implore you to establish some rational opportunities for gainful employment. The earning ceilings and the hour restrictions are just far too low to operate as a positive incentive for people to go back to work.

**Hon. Mr. Norton:** I'll certainly consider that regulation along with any or all of the others that have been brought to my attention.

**Mrs. Campbell:** Even if it costs money?

**Hon. Mr. Norton:** I'll consider it; but on doing it whether it costs money or not, whether I can implement the change may be affected by the availability of funds.

**Mr. McClellan:** At what stage is this review? You've been saying ever since you were appointed minister, in response to questions about the absurdities within the province's income maintenance legislation, that the stuff is under review and that at some magic moment of time all of these incoherencies and inconsistencies and inequities are going to be rationalized. When is that going to happen? What do you mean when you say it's under review? It sounds to me that you're just saying: "Yes, yes, yes."

**Hon. Mr. Norton:** The issues you are raising, and have raised and that I have responded to at various times, have been different matters that have been at various times under review. The specific question related to any sexual bias in the legislation is something which was initiated in the recent past by me. I have had some meetings with senior staff bringing to my attention some of the matters in this; it's not yet completed.

With regard to some of the other matters, I remember specifically being asked earlier about the one related to the definitional problem Mrs. Campbell raised. We do have some problems there in terms of resolving that because of the question of the willingness, I guess, of the federal government to participate in the cost-sharing. That may not be resolved as quickly as I had hoped. The responses in the past have not been to the same issue that you raised here.

**Mr. McClellan:** You gave the impression you had a formal and major review in process within the ministry of the whole issue of income security. I'm increasingly realizing that that was a misapprehension that I was labouring under.

**Hon. Mr. Norton:** When did I give you that impression? I'm not suggesting that it wouldn't be desirable, but I'm not sure to what you're referring. Any time I've responded to you that something was under review it has been in response to a specific question.

**Mr. McClellan:** Right. As I said, it was a misapprehension I was labouring under and I guess it was an interpretation, and an unwarranted one, of responses you had made to questions.

**Hon. Mr. Norton:** I don't think I gave you the impression that there was a formal comprehensive review under way, or whatever

the expression is that you used. There are many matters that are from time to time under review, and I have indicated that to you. I think the moment we stop doing that we might as well close up shop, because we always have to be looking at our legislation with a view to trying to improve it, within the limitations of existing resources; I thought I'd better add that, Mrs. Campbell.

Mrs. Campbell: That's when you're going to eliminate the discrimination against women who are married and dependent in the disability section?

Mr. McClellan: My interpretation of what you're saying is simply that you're continuing to ad hoc it in terms of the legislation; that you don't have a study group equivalent to the group that looked at children's services dealing specifically with problems in income maintenance, attempting to come up with a major overhaul of the bewildering variety of legislation and programs that Ontario offers.

Hon. Mr. Norton: Although I would disagree with your choice of ad hocery as the description, your assumption is correct. No, we do not have a group comparable to the group working on the law reform package in children's services. What I have been doing is discussing it with the senior people in the program areas of the ministry, by and large the individuals who compose our senior management group. They meet at least once a week.

Mr. McClellan: One of the things I've never understood is why Ontario didn't take advantage of the federal-provincial social security review to try to come up with a serious rationalization of this province's income support measures. They really are bewildering and I think that's a simple—I'm not trying to be pejorative when I say that, they genuinely are bewildering to people.

Hon. Mr. Norton: Some aspects of them are, I agree.

Mr. McClellan: For example, when I write to you about the inadequacy of the comfort allowance granted to my constituents in Bellwoods Park House, you write back to me explaining that we must take into consideration the various tax rebate schemes. We have to look at, you know, a zillion different things. The people in Bellwoods Park House, or 99.9 per cent of the people who are in need of income support in this province, can't untangle their way through the mass of programs and regulations. I gather Mr. Lalonde has considerable difficulty himself, dealing with Ontario's program, since I think the phrase "bewildering variety" is his.

Hon. Mr. Norton: Some of which has been created.

Mr. McClellan: I don't disagree with you there. Where are you at with the federal-provincial social security review? I gather that is as dead as a door nail.

Hon. Mr. Norton: May I first respond to your comment about people in Bellwoods Park or any comparable residential setting in the province? However bewildering some aspects of the programs might be, the fact is that those persons are in receipt of, in terms of disposable income, an amount which is substantially higher than any other jurisdiction in Canada. Now, certainly that does include the tax credit which they receive, but you can't ignore that. That is disposable income for most of them. In fact, if you include that, the monthly amount that they would have in disposable income would be in excess of \$72. Whereas, I think the next highest is—if I'm not mistaken—the province of Quebec, with about \$59. The other provinces are substantially below that.

I don't want to leave the impression that because some person may not fully understand all of the programs, that it in any way affects the fact that they do have that disposable income—unless, for example, they may not be applying for the tax credit. But I think in most cases now people are because certainly my experience is that in homes for the aged a very special effort has been made recently to try to make sure the people are doing that. I know one community where a team of senior citizens visit the homes for the aged around income tax time to help the residents complete their forms so they can take advantage of the tax credits.

Mr. McClellan: I think there's been some improvement in that, but it still remains a major problem. I mean the complexity itself remains a major problem. Where is the federal provincial social security review at these days?

Hon. Mr. Norton: The Act you mean?

Mr. McClellan: No, the social security review. I never did understand what Ontario's position was in all of that except to veto everything that came up. But again, of course, I'm—one has to judge on the basis of what Lalonde has to say about your performance. His performance doesn't thrill me, either. But I would like to know where you're at.

Hon. Mr. Norton: Now that he's handling the intergovernmental relations perhaps things will improve. It is my understanding there has been no activity on the part of the federal government.



**Mr. McClellan:** What is your expectation, that the whole thing is dead?

**Hon. Mr. Norton:** Perhaps the deputy has a comment on that. She's much more—

**Mr. McClellan:** Let me phrase it less provocatively. Do you think it's going to proceed or do you think that whole exercise is terminated?

**Dr. Crittenden:** Are you talking about the social security?

**Mr. McClellan:** The social security part, right.

**Dr. Crittenden:** There hasn't been a meeting of the deputy ministers since last spring and the security review was conducted by the deputy minister with Welfare Canada.

There hasn't been a meeting, and we anticipated the Social Services Act was going to be proceeded with in the House of Commons and, of course, it died on the order paper and I don't think that Act as such will go back on the order paper. Maybe there will be another one, but we don't know.

**Mr. McClellan:** So both of them are dead. So much for that, I suppose. Do you still then not intend to proceed yourselves to some major overall of the provincial legislation? Or do you intend to run now with the provincial legislation for the next 10 or 15 years?

**Hon. Mr. Norton:** I'm sorry I didn't hear the first part of the question?

**Mr. McClellan:** Assuming that no more initiatives will be forthcoming at the federal level and that whole exercise has petered out into a kind of a whimpering conclusion, are you going to initiate a major review yourselves of the provincial legislation with a view to trying to rationalize it? Or are you going to keep the programs that we have for the next 10 to 15 years?

**Hon. Mr. Norton:** There are no immediate plans for a comprehensive review or revision of all the legislation. As I said earlier, that does not preclude us from reviewing aspects of the legislation on an ongoing basis. I certainly intend to do that. Our policy analysis secretariat within the ministry is doing it on an ongoing basis and making recommendations. Of course, if the present arrangements with the federal government continue, that would to some extent limit us in terms of our flexibility in any event in looking at our programs, because of the fact that in the cost sharing we are locked into certain kinds of agreements with respect to programs.

**Mr. McClellan:** In other words, no.

**Hon. Mr. Norton:** It's not quite as black and white as that.

**Mr. McClellan:** Okay. Can I ask a brief question around your transportation program for the physically disabled, on page 79 of the blue book? This is a pilot project funded by you and run with the co-operation of the Ministry of Transportation and Communications.

[5:15]

One of the things I could never understand about the program—correct me if I'm wrong—but I understand it is limited to providing transportation assistance to and from work. Is that correct?

**Mr. Anderson:** No, it's not entirely restricted to that. There are provisions for other services, particularly for persons who are involved in the educational system to and from university. I think there are a number of people at York. The minister will recall meeting with Mrs. Birch's minister's advisory council. A number of the people were attending that meeting and had requirements to leave on the basis of scheduling and indicated that they were doing that and receiving the service outside of the work area.

I think there is a limitation on recreation, over and above the number of trips for recreation. But it's not clearly limited to work.

**Mr. McClellan:** It's not available though on weekends, for leisure purposes or social purposes.

**Mr. Anderson:** I don't believe it is at this time.

**Mr. McClellan:** I'd really like to make a plea to the minister to have a look at that aspect of it. Again, having a facility like Bellwoods Park House in my constituency, one gets a pretty vivid sense of the kinds of difficulties and problems that the physically handicapped have to live under. One of the perennial sources of anguish is not being able to get out. If you're going to work or if you're going to school, the pilot project has been helpful. Nobody wants to denigrate the real accomplishment that's been made there in the program. But it's an enormous difficulty for folks when their only access to leisure time activities or social or recreational outings is constrained the way it is.

It causes enormous problems. If somebody wants to go to a sporting event, either to watch or to play, you have to get a group together in order to make it even remotely feasible. One person can't just decide, "Gee, I'd like to go out and see a hockey game." Or, "I'd like to go and play wheelchair hockey with a bunch of friends who live somewhere else." Because you just can't do



it unless you can pool your resources and arrange to pay the really high costs of wheelchair transportation services.

I'd like to know whether you have plans afoot to broaden the scope of the pilot project, to be more generous with respect to social, recreational, cultural and leisure time activities.

**Hon. Mr. Norton:** My understanding is that there's some considerable variation from city to city where the projects are under way. In fact, in some cities they are offering more extensive service for leisure purposes.

I'm not familiar in detail with the situation in any one city, but apparently there are substantial variations in terms of the amount of use available for leisure purposes.

**Mr. McClellan:** Are there some communities where it's available on weekends?

**Hon. Mr. Norton:** I don't know.

**Mr. Crawford:** To my knowledge, on some occasions, I'm not sure whether it's regular. The one I'm most familiar with is Sault Ste. Marie. Because prior to the inception of this the home for the aged, the Davey home, had a transportation program, and that bus and that service was phased into the pilot project. Then it was discovered that some seniors were missing both from housing and the home for the aged certain weekend activities and I believe that was reinstated by special arrangement on a limited basis. But to my knowledge it is working there.

**Mr. McClellan:** Where does the initiative lie? Does the initiative lie with the municipality, or what's involved in that in terms of picking up additional—is it a question of them picking up additional costs?

**Mr. Crawford:** The home for the aged is a municipal home and the housing authority is local government. Having had the program originally I think they took the initiative with their own transit authority to ask for an extension. I happen to be involved because of the home for the aged subsidy base and we didn't want to duplicate the funding under this amount with the funding under the home for the aged. But there was a trade-off to make this possible in the Sault and not disrupt a previously established service. I think it had been running for 14 months when the pilot project came in.

**Mr. McClellan:** I see. The pilot project itself per se does not provide funding for weekend outings. That was an adaptation you made to take into account a local practice. I would assume that probably the local folks agreed to absorb a chunk of the cost in order to preserve the program.

What I'm suggesting to you is that you look at it with the view to expanding the scope, and that means some additional resources.

**Hon. Mr. Norton:** I suppose in effect it is a situation where we're walking before we run, because they are in fact pilot projects. In terms of the cost, if we do have limited resources for this I would think that at some point the decision would have to be whether we expand the service into other communities where it doesn't exist now, even on a five day a week basis, or do we, if there's a question of availability of funds, allocate it to extend the service in the communities where it presently is provided?

Just off the top of my head right now I would think that if that were the kind of decision being made, I would probably be inclined to favour extending the service to communities where it does not exist before I could justify, in my own mind, enriching the service in the communities where it presently does exist.

**Mrs. Campbell:** Could I just ask a question there? I've been trying to pursue this in Toronto and my information is that the service was provided on a number of hours. Someone, and I've never been able to find out who, decided that in Toronto it would be 7 to 7. And without extending the service, without doing anything at all, surely you could have some running from 7 to 7 and some running from 10 to 10 or something. I've never understood why that can't be done and nobody's had an answer for it.

**Hon. Mr. Norton:** The proposals as I understand it initiate from the communities in which the projects are located. Our involvement primarily is a financial response to proposals that have been made by the communities. I think in Toronto they came primarily from the TTC.

As you're aware, the program itself is administered through Transportation and Communications. Our involvement is almost exclusively financial—to fund the project.

**Mrs. Campbell:** Wouldn't you think this is just another example of discussing it with all sorts of people except the people who are using the service? I've had people calling me about this; some of them can get to work on this basis but they can't get home from work because they work beyond 7 at night. They don't start at 7 in the morning.

It just doesn't make any sense to me at all that we have people sitting in ivory towers determining how people shall run their lives. If the money is available for those hours why can't they be adjusted and

why couldn't you have some input on behalf of the people you're concerned about?

**Hon. Mr. Norton:** I think you're looking at the Metro situation—

**Mrs. Campbell:** Yes, I'm talking about Metro and I'm not talking about Blind River. I don't know the first thing about their transportation system there.

**Hon. Mr. Norton:** There is a transit authority in Toronto—

**Mrs. Campbell:** There is?

**Hon. Mr. Norton:** —and I would think that the scheduling of the service is something which quite properly should be discussed with the responsible authority that is running it.

**Mrs. Campbell:** Without question. But you are the minister of concern for people. The TTC, operating under whatever formula they are operating under, are concerned with the fare box. They have had to be, regardless of anything anybody says. I would suggest that as the minister of concern—and I'm questioning the concern, yes, but I am not trying to be nasty about it—I do believe that you at some point in time ought to be speaking up on behalf of those people whom your ministry serves. And I would ask you to try to get through to your colleagues and to the TTC that these are needs that ought to be met because even if you are talking about just going to and from work, it's not working for everybody.

**Hon. Mr. Norton:** I would be quite prepared to do that in the course of evaluating the projects.

**Mr. McClellan:** Why don't you take an initiative?

**Mrs. Campbell:** Do it right now.

**Mr. McClellan:** Yes, in response to some discussion that we are having today which is not coming out of the air. I mean, it's not something that has exploded out of my own head or out of Margaret's. It's based on discussion with representatives both from organized groups and from our own constituents who are experiencing some real difficulties around this. It's an opportunity for a ministerial initiative with the folks who are running the program to sit down with them and review it and see whether there aren't flexibilities that can be built in.

Just because it's a pilot project surely doesn't have to mean that it's ossified before it's even completed.

**Hon. Mr. Norton:** I will certainly, first of all, get full information from the TTC

about it and have a look at the information they have on scheduling and pursue it with them. But I also want to emphasize—

**Mr. McClellan:** Don't qualify it; just pursue it. You can report back to us. You don't have to spoil your generous offer here.

**Hon. Mr. Norton:** I'm just saying please don't lose sight of the fact that even though there may be inadequacies in terms of scheduling that it's a substantial improvement over what service was available before.

**Mr. McClellan:** As I always say, two times nothing is nothing.

**Mrs. Campbell:** Starting from nothing is base zero.

**Mr. McClellan:** That's right. From base zero anything you do is—

**Hon. Mr. Norton:** It does seem much more dramatic, doesn't it?

**Mr. McClellan:** I conceded that. I think it was a good initiative and I applaud you for it.

**Hon. Mr. Norton:** I can't take credit for that.

**Mr. McClellan:** Well, for whoever. After so many years of effort it finally happened and let's try to make it the best possible program that we can even while it is in the pilot stage. That's the only point I wanted to make.

**Mrs. Campbell:** Could we have the minister bear in mind that this might be a service which he will have to wind up running if we don't do something to save the TTC.

**Hon. Mr. Norton:** May I just add my response to an earlier comment about input. Mr. Anderson, who has obviously been involved in this much longer than I have, advises me that there was substantial input from the Toronto mayor's committee on transportation for the physically handicapped to the TTC at the time that the project was designed by them.

**Mr. McClellan:** We are aware of that.

**Mrs. Campbell:** We are aware of that.

**Mr. McClellan:** We are aware of that and the suggestion is that you include them in your ministerial initiative and sit down with the parties and see if there isn't some way of building some flexibility into the pilot projects.

**Hon. Mr. Norton:** Let me take the first step first.

**Mr. McClellan:** Yes. Thank you. I still have a couple of areas that I want to pursue. I am conscious of the time constraints, but



we've been so short in estimates debates on this ministry ever since I was elected, that this is really the first opportunity that I have had for some of these kinds of discussions and I have some stuff that has been backlogging.

I'd like to look at personal support services for a few minutes, Mr. Chairman, if we may, which is the third item in this vote.

[5:30]

I say again, as I have said a couple of times during these estimates, that if this ministry wants to get away from its traditional reliance on institutional care, the only way they can do it is to expand personal support services. And the equation is simple and the equation is absolute. Until we see some evidence of a serious commitment to the development of adequate personal support services across this province, you will not have any credibility when you say your goal is to foster independent community living, that your goal is to foster and strengthen families so that they can remain together and not suffer a breakdown in custodial or curative treatment. It really boils down to that very simply and very basically.

So far I don't see the evidence that I am looking for that the commitment to personal support services is there. On the contrary, the evidence suggests that when you are constrained and you have to make decisions around where to cut or where to constrain, the area that you make them is in the area of personal support services.

I simply point again to the blue book that visiting homemakers' services not only is not keeping pace with the need, but was underspent by some \$3 million in 1976-77. You budgeted \$7.8 million, you spent \$4.9 million.

And you will argue, I know, that that was not your doing. That it was the municipalities who are running the program who imposed the restrictions. But that simply doesn't wash with me, because we are talking about the only alternatives to institutional care. And if there are problems in takeup that is your problem to deal with. You are the one who is responsible for it and it is no good to pass the buck to the municipalities. While I can disapprove of their actions, I can only sympathize with municipal councillors who have the cruel choice of increasing access to personal support service at the cost of increasing the property tax. Now that is a positive disincentive to takeup of services. Until you deal with that, until you provide these services on a more equitable funding base, on a funding base which doesn't impose enormous burdens on the property tax, there-

by making it political suicide for local municipal officials to approve their expansion, then again your credibility is almost nil as far as I am concerned. I will quite comfortably go around this province saying so—that I do not believe that this minister or this ministry has any commitment to non-institutional care or non-institutional services. I will point to what you are doing and how you are doing it and how you are funding it and we can have a political debate with the people of this province. Just so that you—

**Hon. Mr. Norton:** I am sure that you would have that in any event, regardless of—

**Mr. McClellan:** If I thought that you were making a serious effort to expand personal support services, I would respond accordingly, believe me, because it is a very important thing.

**Hon. Mr. Norton:** Are you suggesting that you then go around the province with me in tandem in support of what I was doing?

**Mr. McClellan:** That is not quite what I I said.

**Hon. Mr. Norton:** Is that a commitment that should be placed on the record, that—

**Mr. McClellan:** I would probably focus on something else. The number of inadequacies here is considerable but I would not be so vitriolic. I would say as well I wouldn't have the same kind of credibility.

**Hon. Mr. Norton:** You're so disillusioned and so depressed. I would like to spare you. Perhaps if I went home and talked to myself it would cheer you all up.

**Mr. McClellan:** There's not much to be cheerful about in this item. I say to you that I would not have the same kind of credibility with the people of this province. They are very astute politically and they know when somebody is being fair and when somebody is being unfair. I'm quite comfortable at this point in time that I am being fair in attacking this ministry with respect to the balance in priorities between custodial and institutional care on the one hand and personal support services on the other.

**Hon. Mr. Norton:** May I just respond to that briefly? I don't think that the kind of transition that we are attempting to make is something that can be done overnight or in one year, or even in a very few years, because to put services in place in the community requires more than just the funding, obviously, or the money that we had allocated would have been spent.

**Mr. McClellan:** Oh no, you tightened up the means testing on visiting homemakers and that had the effect of decreasing the



takeup. On visiting homemakers' services in Toronto, as you can see from the book on page 79, you spent \$3.8 million in 1974-75 and you increased to \$6.4 million in 1975-76, which was a good expansion and it had an effect on service. Kay Taggart told me that 1975-76 was the first time since the depression that they'd been able to make some real progress in expanding visiting homemakers services for Toronto.

They were able to hire additional people and really felt that they were on a kind of a take-off in terms of meeting the need—but what happened the following year? You went back down to \$4.9 million and the momentum that they had started to generate was knocked right from under them and that's the simple reality. They've had to cut back on some of the services that they provide and had to impose more stringent eligibility requirements around means testing.

Meanwhile, the statement in the inter-ministry task force on children's services remains true—that visiting homemakers in most Ontario communities don't even exist. Again, in Toronto we have something very, very solid to build on and we started to do that only to see it knocked back, and in the rest of the province again we're starting from base zero. No matter how you slice it it's still cutbacks and constraints and this is the wrong place to make them.

I look at your program for the aged, and while this isn't a totally fair kind of comparison to make, I'll make it anyway.

**Hon. Mr. Norton:** Certainly that hasn't been a stumbling block for you in the past.

**Mr. McClellan:** If my mathematics is correct, you've budgeted \$104.5 million for the operation of institutions and for institutional care and some \$4.5 million for community-based support services, and that seems to me to tell the story. When I say it's unfair I realize that there are some services in the \$104.5 million—

**Hon. Mr. Norton:** Community services.

**Mr. McClellan:** —that are community services, but the ratio is still out of whack, grotesquely out of whack and I just don't see in your budget for this year the kind of expansion in the community based geriatric care system that has to happen if you're going to turn around—

**Hon. Mr. Norton:** I think that comparison was unfair in another respect—

**Mr. McClellan:** —forcible incarceration.

**Hon. Mr. Norton:** —because it ignores the fact there has been, over the past couple of decades particularly, a very substantial in-

crease in residential services for the elderly in the province. Going back, I guess the initiative began in the early to mid Fifties, in replacing the old county homes and there is a base of support—financial commitment—built into that that just cannot be withdrawn. It's providing residential accommodation for 28,000 elderly people across this province. To compare that figure with the substantially smaller figure—I agree, but a growing figure—in terms of support services within the community isn't a valid comparison at all. What you say is true—there is more going to support residential accommodation for the elderly and homes for the aged. That's a commitment that's going to be ongoing.

**Mr. McClellan:** What I'm saying is, I don't see the shift. I don't see it reflected in your budget. Okay?

**Hon. Mr. Norton:** You're not going to see a shift in the sense of any decline in terms of the commitment.

**Mr. McClellan:** I'm not looking for a decline, I'm looking for an increase.

**Hon. Mr. Norton:** Well, I would have thought—

**Mr. McClellan:** I'm not into the constraint business. You are.

**Hon. Mr. Norton:** A shift implies, unless I'm mistaken in what you're trying to say,—

**Mr. McClellan:** Well obviously you can't decline.

**Hon. Mr. Norton:** —that you move something from one place to another and you can't do that with \$104 million.

**Mr. McClellan:** Obviously I'm talking about a shift in the ratio—and maybe shift is the wrong word. I'm looking for a redress of the imbalance in the ratio between institutional costs and personal support costs.

**Hon. Mr. Norton:** We're working on it.

**Ms. Gigantes:** You won't see a move in incarceration.

**Hon. Mr. Norton:** Pardon?

**Ms. Gigantes:** You won't see a shift away from incarceration as a model you have to have if you don't have the community services.

**Hon. Mr. Norton:** Incarceration! What are you talking about?

**Ms. Gigantes:** Incarceration. Yes. Of old people.

**Hon. Mr. Norton:** Oh nonsense.

**Ms. Gigantes:** Yes.

**Hon. Mr. Norton:** That is a totally irresponsible statement—

**Ms. Gigantes:** That's your opinion of it.

Hon. Mr. Norton: —to suggest that the elderly in this province who are living in homes for the aged—

Mr. McClellan: Read the interministry report, Mr. Minister.

Hon. Mr. Norton: That's just nonsense. Just one moment, please.

Mr. McClellan: You read it before you blow your nut.

Hon. Mr. Norton: If you are going to make irresponsible statements like that then you back them up!

Ms. Gigantes: I sure will back them up. There are cases that come to my office every week—and you get the same cases—where people have to be put into institutions because there aren't the support services for them to stay home.

Hon. Mr. Norton: All right, but there is a difference between a person living in a residential setting which albeit is institutional in its origin and saying that they are incarcerated.

Ms. Gigantes: "Institutional in its origin."

Hon. Mr. Norton: Now that is just nonsense. That's nonsense.

Ms. Gigantes: Their lives are taken away from them. They are put in a place which is totally strange to them, split off from their families and they're going to die.

Hon. Mr. Norton: All right, but there are a whole lot of complex reasons for that kind of thing and you don't—

Ms. Gigantes: Yes, and one of them is that we don't have the community support services.

Hon. Mr. Norton: There are a number of cases in which the families are all to anxious to place them there and that's the kind of thing that has to be changed.

Ms. Gigantes: Oh, go away. You're going to blame families now. Come on.

Hon. Mr. Norton: No, I'm saying there are many cases where that is the case. But they're not incarcerated and I take very strong exception to that looseness of language.

Ms. Gigantes: If I'm irresponsible, you are positively slanderous.

Hon. Mr. Norton: Why did the families want them there?

Mr. Chairman: There should be a vote on this.

Mr. McClellan: Right. I make the point and I just don't see the resources allocated.

Hon. Mr. Norton: Well, as I say, we're working on it. I realize we've got a long way to go but we're working on it.

Mr. McClellan: You sure do have a long way to go. I'm also perplexed as to why there is such a decrease in capital this year for senior citizens' facilities. For the past two years there was a reasonable high level of expenditure. This year you're down from \$8.2 million spent last year to \$2.8 million spent this year for facilities. I find that difficult to understand, unless you're aware of some demographic trends that have emerged with startling and surprising consequences for your budget.

Hon. Mr. Norton: We have been living—as you are probably aware—with the freeze on the capital for some time now and that figure this year, to a large extent, reflects completion costs, I think, for higher programs.

Mr. McClellan: So you're not building anything.

Hon. Mr. Norton: No.

Mr. McClellan: Well, we are in a—

Hon. Mr. Norton: No new projects. But I also must point out that if you're looking at homes for the aged, for example, in Metropolitan Toronto at the present time we have, I think, 450 vacant beds, or spaces, in the homes for the aged.

Mr. McClellan: In Metro. Does that ratio hold up in other parts of the province?

Hon. Mr. Norton: There are vacancies in other parts of the province.

Mr. McClellan: We have a very progressive tradition in Metro Toronto, I don't know about other parts of the province.

Hon. Mr. Norton: You see, what I think has happened in many communities, and presumably in Metro Toronto as well, is that with the increasing supply of apartment accommodation for elderly persons under Toronto Housing or under Ontario Housing or whatever, there have been many people who, in the past, might have moved into homes for the aged and, in fact, have gone into apartment accommodation. The other thing that has accompanied that, of course, is that apparently the average age of a person choosing to go to a home for the aged is higher than it has been in the past. A higher proportion of the residents are in the extended care program as opposed to the regular care program. They require a higher component of nursing care. The vacancies are almost entirely in the area of regular care as opposed to extended care.

[5:45]

But the point I was trying to make is that although there is no capital being spent at this point on new facilities, there is some



question as to whether the need is as pressing as some might perceive it to be for more of that kind of accommodation. I think it is probably true that we have to look at the future need for more of the extended care kind of accommodation, or something to meet that need, because people are living to more senior years than they did in the past. In many cases, they are older when they are admitted, and as a result they require a higher degree of care.

**Mr. McClellan:** Are all of the dollars that are allocated under both the Homes for the Aged and Rest Homes Act and the Charitable Institutions Act carry-over projects, or are there some new projects?

**Hon. Mr. Norton:** You mean the capital?

**Mr. McClellan:** In terms of project approvals, yes. Are those all for projects approved prior to this fiscal year?

**Hon. Mr. Norton:** I believe so.

**Mr. McClellan:** In other words, you didn't approve a single new project?

**Hon. Mr. Norton:** No.

**Mr. McClellan:** In other words, you don't intend to approve a single project for 1977-78?

**Hon. Mr. Norton:** We don't have the capital.

**Mr. McClellan:** This is how you balance the budget.

**Hon. Mr. Norton:** Again, you are ignoring entirely what I just suggested, that there is also a question as to the degree of need for this kind of residential accommodation.

**Mr. McClellan:** You are saying that the need is absolutely met.

**Hon. Mr. Norton:** I'm not saying it is absolutely met in all areas. For example, we heard earlier about some problems that still do exist in northern Ontario. By and large, I think communities in southern Ontario are not experiencing that degree of need. In London as well, for example, there are vacancies in their homes for the aged, and there are others across the province where that is true.

**Mr. McClellan:** Time is a thief. I'd like to pursue that, but we have our priorities, too, I suppose. I do want to finish this vote today, I promise you.

**Mrs. Campbell:** Which vote? You are now on item 3, and I've been waiting to get in on item 3 because you are going to complete—

**Mr. McClellan:** Oh, item. I thought we were doing them all together. Let me take

five minutes on this; I promise not to take more than five minutes.

**Mrs. Campbell:** As long as I get equal time.

**Mr. McClellan:** This has to do with rehabilitation services. Again, I simply am unable to conceive how you were able to budget \$11.3 million last year and spend only \$8.2; how were you able to run up a \$3.2 million credit in that budget line? Just to illustrate the kind of damage it seems to me that that policy has caused—

**Hon. Mr. Norton:** Which policy are you referring to?

**Mr. McClellan:** Your policy of constraining vocational rehabilitation service dollars. I wrote your predecessor in January, 1977 about the plight of Project STEPS which was, again, in my understanding, the only facility in Toronto which provided an educational program for older learning-disabled kids, teenagers.

It got a little bit lost in the transition, but you did write back to me and said that—No, you didn't really say very much. Re-reading the letter, you just stated what the situation was; that you had approved nine clients; how Project STEPS relied on contracts from vocational rehab to meet its annual budget, and it wasn't able to get enough contracts from vocational rehab to meet the year's operating budget.

I wrote back to you and said that your response in February wasn't adequate, that unless you were prepared to increase the number of contracts, Project STEPS would fold.

You wrote back to me in March and again you did your usual little dance around the learning-disabled. I quote you: "I believe that we are dealing with a matter which pertains primarily to the educational needs of children, and this responsibility must be undertaken by those who have expertise in the field of educating children, that is, the Ministry of Education."

**Hon. Mr. Norton:** It's consistent with what I said—

**Mr. McClellan:** That's right. Just to close that chapter, just to close our file of correspondence on Projects STEPS let me tell you that the project folded in June. The one service in this city for learning-disabled kids over 18 no longer exists. And you are sitting there with a \$3.2 million surplus in your vocational rehab branch's budgetary items. I just think it's reprehensible that this was allowed to happen.



You could have intervened in this situation and provided sufficient vocational rehab contracts to allow this service to survive, even until the Ministry of Education was willing to assume its legitimate responsibility. My sense is that we have one ministry playing off another at the expense of learning-disabled kids. ComSoc is saying, "It's not our responsibility. It's Education's," and Education is dragging its heels, and in the meantime you're unwilling to provide service by way of exerting pressure on Education to pick up its responsibilities. This is the consequence of that kind of inter-ministerial buck-passing and games-playing.

You'll be picking up those kids anyway. You'll be picking them up in your Correctional Services facilities, and the cost to the people of this province will be enormously greater than if you, as the government, had had the decency to provide educational opportunities to the learning-disabled as a matter of right, and had not engaged in this kind of games-playing.

**Hon. Mr. Norton:** Can I just comment on that, because I don't want you to have the impression that the number of contracts under which we were prepared to purchase services was limited by us. It wasn't limited by STEPS either. We were prepared to purchase service from them, as we were in the cases that you've mentioned. The fact was that apparently the demand was not there on the part of the parents, who in some cases made the decision, as I understand it—some of the parents who might have otherwise been eligible to participate in that program opted for residential accommodation elsewhere.

**Mr. McClellan:** I don't think that's accurate.

**Hon. Mr. Norton:** I'm sorry. Maybe my information isn't correct, but I assume it is.

**Mr. McClellan:** There was a groan out there that indicated that that wasn't accurate either.

**Hon. Mr. Norton:** Yes, there was a groan out there, but I'm not sure that—Peter, have you got any comment?

**Mr. Crawford:** I might add that I go along with what the minister has said and that is that there was no upper limit placed on Project STEPS with respect to the number that we would purchase. Under the Vocational Rehabilitation Services Act, if you read the definition, it does speak of a disabled person who, "because of physical or mental impairment, is incapable of pursuing regularly a substantially-gainful occupation." On that basis there were a number of applications for

service to Project STEPS that we had to reject for assistance. In fact, it appeared that they were not eligible under the Vocational Rehabilitation Services Act.

There were a number of other applications and I cannot give you the specific figures. We do not collect the data on individual programs, but there were a number of other applications that I understand were directed to other programs that were more suitable for their particular needs. But basically, there were a number of applicants who were simply not eligible under this program.

**Mr. McClellan:** Are you describing, with respect, the mechanism by which you did Project STEPS?

**Mr. Crawford:** If I may carry on, Project STEPS was developed before my time in the program. But it's my understanding that Project STEPS was developed in consultation with the rehabilitation branch and the ground rules were quite clear from the beginning; we would not be expected to fund the program completely.

The expectation was that the program would not rely upon the rehabilitation branch to fund it in total, that it would have to look to other sources in the community, that there would be a number of individuals who would come to us for service who might not be eligible for assistance under this particular program. That, in fact, proved to be true as time went on, but there was no upper limit placed on the number of students whom we would be prepared to provide for, providing they were eligible for the program, and providing that the service that was offered by Project STEPS was suitable to meet their individual needs. As you are probably aware, Mr. Chairman, individuals have differing needs. As you get into the process of differential diagnosis and differential diagnosis of the kinds of service that are required to meet that individual's needs, then you pick the most appropriate one in the community.

**Mr. McClellan:** Well, it's academic now, Mr. Chairman, because Project STEPS no longer exists and the service no longer exists. I don't have any other comments.

**Mrs. Campbell:** In this particular vote the one thing I would like to point out is that I think everyone here is just very much aware of what I consider to be the pretentious statements on each of these votes, when you start looking at objective and purpose and you note in this third aspect of this vote "to ensure the integrated planning and development of social service programs in consultation with ministry delivery personnel and

local community groups." This simply is a statement that is not borne out in practice at all. I am reading from page 69.

Earlier today we had a discussion which the minister says must take place under children's services because that's the way it is docketed.

**Hon. Mr. Norton:** I did say, I think, in all fairness that because—

**Mrs. Campbell:** Because the staff was ill.

**Hon. Mr. Norton:** —to respond in detail to some of your concerns, I would like to have the staff who are working on it.

**Mrs. Campbell:** Exactly, but they are not working on it, let's face that right now. With respect, this ministry doesn't seem capable of having an overview. You have a family crisis intervention provision in this vote. When you look at priorities, if you happen to put somebody in a certain niche in a certain space in your ministry, and if somebody determines this belongs to children's services, it isn't family services. I'd like somebody to be able to talk to you about what is family crisis in this particular area we're talking about. But, for one reason or another, somebody up there makes the decision that it doesn't belong in there. When it gets to children's services, that's where it may well lose its priority. But what about a priority in this area? Have you ever looked at that?

From the first time I ever had anything to

do with commenting on this particular ministry, I have seen people being pigeon-holed. There's no way that you can take a creative look at what is going on and say, "Hey, this really amounts to a family crisis when this kind of service is taken away."

You do it in other areas as well. We have information centres. There you get the great philosophy that with information centres, you've got to show that there's a need. The community must be actively engaged in demonstrating a need. The municipality has to recognize that there's a need. But when it comes to something that has demonstrated so wholeheartedly what the need is and the demands on its service are, then you say: "Hey, it doesn't come into this area. It has to compete with child abuse from Hamilton or something else, so we can't possibly look at the priorities as global in nature."

I guess I've been pressuring you on this because I really honestly believe what you're doing is sinful. I see the people who come to me and I see the people who are desperately trying to get service.

I'm sorry I'm going to have to cut off there because somebody is going to say it's 6 o'clock.

**Mr. Chairman:** You'll be the first on tomorrow. This meeting will be adjourned until 3.30 tomorrow.

The committee adjourned at 6 p.m.

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Cooke, D. (Windsor-Riverside NDP)

Gigantes, E. (Carleton East NDP)

McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services

(Kingston and the Islands PC)

Villeneuve, O.F.; Chairman (Stormont-Dundas-Glengarry PC)

Wildman, B. (Algoma NDP)

**Ministry of Community and Social Services officials taking part:**

Anderson, J. G., Assistant Deputy Minister, Social Resources

Crawford, L., Director, Senior Citizens Branch and Office on Aging

Crichton, P., Director, Rehabilitation Branch

Crittenden, Dr. D., Deputy Minister

Smith, W. G., Director, Provincial Benefits Branch





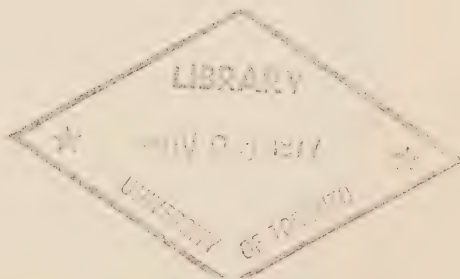
No. S-20

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

**Social Development Committee**

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

Tuesday, November 1, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

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TUESDAY, NOVEMBER 1, 1977

The committee met at 3:35 p.m.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2802, social resources program; item 3, social services:

**Mr. Chairman:** There's not a quorum here but if the committee is satisfied, the minister has a statement he'd like to read. Perhaps he could read that.

**Hon. Mr. Norton:** Mr. Chairman, it's not a statement as such. It is a further response to the issue raised by Mr. Cooke yesterday. I'm not suggesting by any means that this is the final response but following the raising of the matter yesterday relating to the care of the elderly, particularly those who suffered from senility and, in his opinion, other conditions in a home for the aged where he had had some personal experience, I just want to make it clear to the committee something which I did not have at my fingertips yesterday.

On a review of the directives which go from our ministry to the homes of the aged and to the homes' physicians, it is clear that one of the responsibilities of a home physician is to review and assess, annually, the condition of the residents under his care and to advise of any change in the condition of the person; that is, in addition to his ongoing responsibility of serving their medical needs on a daily basis.

It is also evident as we look at the situation as it exists in homes for the aged around the province that, although in most cases there are not psychiatrists in the home on a full-time basis, there certainly are psychiatrists involved on a consulting basis to many of the homes for the aged. I can't say at this point whether that's true in all parts of the province, but that is something I will pursue further.

In the press reports of the matter following yesterday, I would like to point out that a member of my staff was quoted as indicating, if I recall correctly, that an elderly person suffering from a psychiatric illness should not be in a home for the aged. It's my information that that is not what he said.

In fact, he's quite willing to point out that he knows that in a number of instances psychiatric care is available to the elderly in the homes for the aged where it is deemed to be necessary.

There was also some reference to reality therapy. I think it's important, in view of the term "reality therapy," that we make a distinction between reality therapy and reality orientation therapy. It is the latter which is in use as a program for some of the disoriented elderly in homes for the aged.

Perhaps briefly, but more specifically, I could deal with the matter of Huron Lodge, which I believe was the example that was used yesterday. It's my information that Huron Lodge, in fact, does have an active reality orientation program and that there is a psychiatrist available to the home on a consultation basis who works with the home doctor. In fact, there is a full-time registered nurse handling the reality orientation program in the special care section of the home.

It's true that the special care area is closed off in that home as protection for the residents who might otherwise wander from the building as a result of their disorientation. But it's also our information that the residents who reside in the closed section do go in and out regularly under supervision for social events, activities going on in the home and for visiting purposes.

I just wanted to add that to the rather limited response that I had yesterday and indicate, as I did yesterday, that it's my intention to review the whole matter as it applies to homes for the aged across the province.

**Mr. Cooke:** If I may just make one statement, when I mentioned Huron Lodge I was not trying to single out any particular home for the aged. I mentioned that particular home for the aged because it is from my home town and I had some experience with it.

The only point I was making is the method by which residents get into the special care units and the method by which they can or cannot get out, and that in my opinion there is not enough protection for an individual's rights. That is the only point I was trying to make.



**Hon. Mr. Norton:** Somewhere I have copies of the directives which the ministry sends out from the chief physician and from Mr. Crawford, the director of the senior citizens branch, to homes for the aged. Perhaps Mr. Cooke would like to have copies of those, because I think it is quite clear in the directives we send out although there is not a formal review procedure in the same sense as there is in a psychiatric hospital where a person is committed, there is in the directive a clear direction to the doctor that he has a responsibility, at least annually, to review the condition of residents. It is also clear that, because the residents are not committed, there is no legal basis for holding them against their will or against their family's will.

**Mr. Cooke:** We cannot rely on the family, of course, because in a great many cases there may not be a family.

**Hon. Mr. Norton:** Yes, I realize that. The other point that I think he will note in our directives is the emphasis that is placed upon the importance of the doctor and the staff, bearing in mind the rights of the residents. If there are instances where that has not been observed or is not being observed, that is what I want to know and that is what I hope to find out as a result of the review.

**Mr. McClellan:** How do you enforce this directive? Do you have inspectors who enforce compliance with this directive that you have just given us?

**Hon. Mr. Norton:** We certainly do have inspectors or persons going around to the homes for the aged, and they do examine for that type of—

**Mr. McClellan:** How many times would the inspector visit a home in the course of a year?

**Mr. Crawford:** There would be one person from the branch in at least once.

**Mr. McClellan:** Once a year.

**Mr. Crawford:** Maybe more, depending on whether it is nursing, dietary, adjuvant or a physician.

**Mr. Cooke:** But since there is no formal review of an individual's case, it would be pretty difficult to see that that is being done on a yearly basis.

**Hon. Mr. Norton:** There might be instances where it has been overlooked and, as I say, if that is the case I would like to know. Obviously, we have instances where there tends to be an inspector on site at all times. But where you are dealing with professional physicians, we would hope they are operating

within the guidelines that are set down for them to operate within. Surely you should not have to have an inspector standing over them at all times. But, yes, it is impossible to say, I suppose.

**Mr. Cooke:** Would you not agree that this system is a bit too open and could be abused or that there is not enough protection in it for the residents of a home for the aged to ensure that their rights are being looked after?

**Hon. Mr. Norton:** That is a question that I would like to find out the answer to. If there is any indication that that is the case, I will take appropriate action.

[3:45]

Perhaps, since I was not party to the conversation in reference to the comments in the press attributed to the member of my staff, I would quote that it says: "... and if they require a psychiatrist, they should not be there (in a home for the aged) in the first place."

What I understand by the statement from the member of my staff is that if a resident is psychotic—and I think that was a specific example you used—or has an active mental illness, he or she should not be in a home. There are other circumstances under which a person might well need a psychiatrist and would receive that assistance in a home for the aged.

**Mrs. Campbell:** Yesterday, the minister—and this is a preface to my remark—was explaining that people are entering homes for the aged at a later date, and I would just like to give him one example from the great riding of St. George where a lady, indeed, having lived on her own, was admitted to one of the facilities in my riding at the age of 104. So you're quite right. People seem to be seeking this service at a later date. We are hoping to celebrate her 107th birthday this year.

**Hon. Mr. Norton:** I hope that means that the home-care program was working in that region.

**Mrs. Campbell:** This is in a home for the aged which is operated by Metropolitan Toronto.

**Hon. Mr. Norton:** I hope that the home-care program was working prior to the admission.

**Mrs. Campbell:** No, that is not so. I'm informed she was not in receipt of any care at all. She looked after herself very well, thank you, but is now having care in one of our homes.

When we broke off yesterday, I was challenging the minister to explain to us why

the item of "exceptional family information service" was placed under children's services rather than as a part of the project of family crisis intervention. For example, I think you ought to know that according to people who have talked to me, the very problems involved in the community, in these cases, are problems which do affect the family in a traumatic way when help is not forthcoming.

I was going to ask you, as a matter of interest—Is it not a fact that budgeting for this project in the Ministry of Health 1977 estimates was prepared prior to the transfers? That would be under the children's mental health provisions. Was it, in fact, one of the other items that was cut when the transfer came over to you—a cut to accommodate Mr. McKeough's \$80 million?

**Hon. Mr. Norton:** I'm sorry, I can't answer that question as to whether or not that was in the Health estimates prior to the transfer. Again, I'm not trying to pass this off, but when we get into the children's services division where there will be persons present who are familiar in much greater detail than I, the content of those transfers will be discussed.

I think I can say—as I tried to explain previously—the constraint of \$20 million did not, by any means, apply in entirety or even substantially—well, not a major percentage of it—to the children's services, generally. It was an across the ministry constraint. It was not a matter of \$100 million plus being earmarked for children's services and then that being reduced to an \$80-million transfer to children's services.

**Mrs. Campbell:** The minister did cover a major portion of, I think, \$2,500, which was "not to be expended", to be correct in his terminology. This did not give the final figure. We assumed it was a rounding out, but if, in fact, this particular service were included in the estimates of Health and is not now here, then I want to know it. I would like to know if that is the reason why it has been compartmentalized into the children's services vote, rather than the larger scope of the family crisis intervention project, for example.

**Hon. Mr. Norton:** As I have already said, I am not able to answer that question today. If you wish to deal with it under children's services, that is where that budget exists. Any moneys that were transferred from the Ministry of Health to us at the time of the transfer of the responsibility are in children's services. The negotiations prior to the transfer were conducted by members of the staff of the children's services division. The staff

who were most directly involved are not here because we are not on that vote at this point.

**Mrs. Campbell:** I am fully aware of that.

**Hon. Mr. Norton:** We might get an answer. Judge Thomson is in a position perhaps to respond to your question.

**Judge Thomson:** Mrs. Campbell, I am unsure whether or not the funds were included in the Health estimates. I simply don't know. But I do know that no funds were transferred into the children's services division on July 1 which were in any way allocated to that specific program.

**Mrs. Campbell:** What are you saying, that somewhere there could have been a cut of this?

**Judge Thomson:** No, all I am saying is that I am not sure what was done in Health prior to the transfer. But certainly all funds that were transferred from Health were allocated. None of those funds were allocated to that program as funds that could be available to that program. No decision was made to cut any funds out of the children's services budget which was allocated by Health or by us to the exceptional family information service.

**Mrs. Campbell:** I think what I have been feeling for many years, not just here but at the city level as well, is that there seems to be a remarkable lack of either imagination or initiative when it comes to either ministries or departments of health, in looking at priorities and trying to accommodate those which we feel are essential. I don't know how Judge Thomson can answer as to why this particular item had perforce to be in the children's services section and then have its priorities ranked in accordance with some sort of priorities within that particular area and why it couldn't be looked at more broadly. If Judge Thomson can answer that, it's fine, but I don't know how he could. Maybe he can, I invite you to. I am looking for some imagination from you.

**Judge Thomson:** The program was looked at by the children's services division because the people involved in it came to us seeking financial support. Part of the work which they do relates, I think, to children's services. We felt that we ought to be looking at their program within our funding because, despite the fact that it relates to other areas in addition to children's services, it is certainly related to children's services and we should be looking at their request.

It is being identified as partly at least related to children's services, because we are

prepared to treat that as an issue we should be looking at as a result of their approaching us for support.

**Mrs. Campbell:** Then has anyone examined at all the effect on families of these situations where people are desperately seeking help and can't get it, and will be seeking help without anything in place at all? Would you not feel this was very much a matter of concern to the total family and could therefore be reviewed as a matter which causes crisis in families?

**Hon. Mr. Norton:** I think as we have indicated, I've indicated in earlier responses—

**Mrs. Campbell:** Don't tell me the people aren't here. He's here.

**Hon. Mr. Norton:** To your dissatisfaction, we have indicated to the people our willingness to look at their needs in the overall question of priorities.

**Mrs. Campbell:** After they've folded.

**Hon. Mr. Norton:** In answer to your reference to the family crisis intervention program, I think the response there has to be that those funds were specifically earmarked and allocated for family crisis intervention in the family court situation in the province. So, since they were allocated for a specific purpose and we don't have additional funds available for the type of program that this particular group is carrying out—and certainly our ministry did not have an opportunity to plan and to include an allocation in its budget for that—as I said before, the funding which was available to them ceased, apparently, or is ceasing, I'm not sure of the precise date.

That was not a result of planning or lack of planning on the part of our ministry. We inherited certain programs and certain allocated funds. The fact is that we don't have money for that specific project.

We do have requests from a number of organizations seeking funding which have very good programs. I'm not suggesting at this point that one is better or more meritorious or meets a need more fully than any other. But when faced with that kind of thing, I think one has to approach it with a very sound sense of priorities and that is what we're trying to do.

I think if you're suggesting we should ignore that, and that each time in the province when LIP funding dries up we should then on an ad hoc basis try to maintain all of the good, worthwhile programs that are started that way, we can't do our planning on that basis either.

**Mrs. Campbell:** I think, Mr. Chairman, the

minister knows better than that. That is not a suggestion that has flowed from me at all.

**Hon. Mr. Norton:** No, but I think that by the same token, Mrs. Campbell, for each of the many applications that we have, a very sound argument could be made for providing the very same kind of interim funding that is being requested in this particular case. I think it would be very difficult for me or anyone else to say that any of these programs are not meeting a need.

The fact is that if we are going to be able to plan to provide comprehensive services, then it's only a tremendously increased complication to have the kind of seed funding that is available at the present time drying up at all different times, without our having had a chance to incorporate those needs into any of our planning.

**Mrs. Campbell:** I suppose what I'm saying is that except in the cases of the crisis intervention centres that I mentioned before, I see you are prepared to continue to go from crisis to crisis rather than deal with the problem at its initial stage when crisis might be avoided.

I recognize the fact that I have perhaps overstressed this particular service from your point of view, but I feel so strongly about it that if we could intervene with some kind of counselling, some kind of assistance to people when they first see the problem, perhaps in social costs we would make tremendous gains. I suggest to the minister that in financial costs we would make tremendous gains.

[4:00]

It is obvious that I am batting my head against a stone wall. I don't mean to assume that the minister is a stone wall, but I think the philosophy of the ministry is that of a stone wall. I honestly can't bring anything more to bear, save and except that in March 1976, in a letter to this agency, it was advised by the director of the particular department that the funding would be in the 1977 estimates. I am sorry that I did not bring the letter with me; I'll be happy to table a copy at a later date.

I am concerned now to get accurate figures as to where all these unexpended moneys are. I want the details much more specific than I now have them.

**Mr. McClellan:** It might be useful to ask Mr. Backley when we get to children's services. Will he be here for the discussion?

**Hon. Mr. Norton:** Backley? The Deputy Minister of Health?



Mr. McClellan: I'm sorry. Who am I thinking about?

Mrs. Campbell: If Mr. Finlay would be here—

Mr. McClellan: Mr. Finlay, sorry, right.

Hon. Mr. Norton: Yes, he will be here for that.

Mrs. Campbell: I'll have the letter.

On the point of the family crisis intervention project, where is this in operation? Is it in Toronto, for example?

Mr. Anderson: Mr. Minister, there are two projects under way. One is in Hamilton through the McMaster University and the family courts there. The other is in a rural community, Grey-Owen Sound-Bruce, and the program has been under way for about a year there. They will be two- or three-year projects and will be evaluated. The contract specifically for the evaluation in Hamilton is with McMaster University.

Mrs. Campbell: Oh, thank you, I have the copy now. The service here is getting better, if you would like to have it for your record. Is this, then, funding totally by you or Hamilton in the conciliation service? Is that what I'm to understand from that?

Mr. Anderson: It is in the area of conciliation. Reading from the program objectives, it is to work with the separating families, and this was partially initiated to work with families prior to separation, where those circumstances could be determined: "To prevent long-term dependence on public assistance subsequent to the separation; to help parents fulfil their parental obligation; to reduce the stress and shock associated with marriage breakdown; to assist in reconciliation where possible, or to help families to learn to adjust to the separation as a fact." Those are the areas in which the experiment was to work with the courts and the court officers.

Mrs. Campbell: This is not separate and distinct from the Hamilton conciliation project?

Mr. Anderson: No, this is part.

Mrs. Campbell: It is the conciliation project?

Mr. Anderson: It is that project, yes, and the evaluation of it is through McMaster University.

Mrs. Campbell: I see. In Owen Sound, it is another conciliation project which is funded entirely by this ministry?

Mr. Anderson: I'm not absolutely sure of the funding's being solely from this ministry, inasmuch as some of the participants may come from the court system, but we are fund-

ing a group called the Single Parent and Family Counselling Centre operated by a group called Solo Parents, and they are providing the core service and bringing the other people who are involved into the project to work with the families.

Mrs. Campbell: I guess, again, what I'm looking at is the various types of funding for conciliation services through the court system, and, you know, some day we have to rationalize this. I don't know how you propose to do it but I would think that somebody should sit down and figure it out so you don't just go from one kind of funding to another kind of funding. Toronto isn't funded in this way in its conciliation services. Health and Welfare is involved in the funding of conciliation services to what extent?

Mr. Anderson: The funding has existed on a subsidization basis for any services which a municipality may want to institute with those families that are involved in the public assistance system. If a municipality such as Toronto wants to appoint conciliation officers or maintenance-parental support workers then they'd be entitled to their 50 per cent subsidy on the staff costs that are involved there.

For our own part we are providing parental support workers in many of our district offices across the province to work directly with the courts to obtain evaluations of what might be reasonable expectations to enforce the court orders and also to collect arrears on court orders. So there are efforts going forward. There are staff engaged outside of any experiment, and municipalities are free to add to their staff in this particular area on the basis.

Mrs. Campbell: Could I invite the minister at some time in the not too distant future to sit down and examine the projects in conciliation services across this province in the family court, where they exist, and your own projects, to see whether there might be some attempt to eliminate any possible waste, so that we can get on with something which is pretty meaningful to people.

Hon. Mr. Norton: I might just add that I have had some meetings with the chief judge discussing that very matter in the fairly recent past, and I think something will be continued soon.

Mrs. Campbell: You will be working on it, then?

Hon. Mr. Norton: Yes.

Mrs. Campbell: Fine. We've pursued the matter of the support for the severely handicapped. I don't think there's much more to be said. But is it a fact that your allowances for the handicapped in their homes

were available before under section 8 but are being transferred to this new program by regulation S25B?

**Mr. Anderson:** Would this be for the handicapped children, specifically?

**Hon. Mr. Norton:** There were a few special allowances by order in council previously. They have not have been transferred to this specific program. I'm trying to find out for you just how many there were previously.

**Mrs. Campbell:** The \$1.5 million is not going to be available anyway, from now on until the next statement.

**Hon. Mr. Norton:** I'm sorry, I'm not sure what you mean by that.

**Mrs. Campbell:** You cut \$1 million out of \$2.6 million.

**Hon. Mr. Norton:** I think if all the applications that we have been receiving to date are projected at the same rate to the end of the year we will have adequate money to meet any applications that are forthcoming in this fiscal year.

**Mr. W. G. Smith:** Perhaps I could clarify it. There are two distinct groups. One is the low-income or middle-income family that does not otherwise qualify for family benefits. They are the ones who have been put on by order in council. Beyond that, there are about 100 families that are already on the family benefits program and that have a handicapped child in their homes. This is the group to which the regulation, I believe that you are referring to, applies. That will simply give us the authority to consider those in the same light as we have families with other handicapped children. Does that clarify it?

**Mrs. Campbell:** What we are getting is that this transfer situation has held back payments to former recipients—

**Hon. Mr. Norton:** No.

**Mrs. Campbell:** —and will necessitate retroactive payments to July 1. Is that so or not so? The deputy is nodding "yes" but I have not—

**Hon. Mr. Norton:** I am not sure that there is any holdup to people who were receiving payments before. It is my understanding the holdup occurred with respect to those families that were on family benefits, and that the regulation change was necessary to enable them to receive the additional allowance and those payments will be retroactive where the holdup was due to the need to change the regulations.

**Mrs. Campbell:** So there was a break in their benefits during this period? If there was not a break, how could you have retroactive payments? Now, come on.

**Hon. Mr. Norton:** The point is that there were applications from families who were already in receipt of family benefits. Under the existing regulations we were not able to make the payments to them. Their applications were held up pending the change in the regulation. So that they could be paid, that regulation has now, I believe, received final approval. Those payments which were held up because of the existing regulation will be made retroactive. But there was no interruption of payments in the sense that they were receiving a payment previously and then there was a hiatus and now they will start receiving it again. If that is what—

**Mrs. Campbell:** What they were getting before then continued, and then on the applications they were not covered and so there will be retroactive payments for the period to July 1.

**Hon. Mr. Norton:** For the additional amount, yes, that they would receive under the allowance for the handicapped child in the home. But there was no interruption—to my knowledge certainly—of their regular family benefits payments. Those were continued throughout, if that is what you had thought had happened. I am not aware of any case where that happened.

**Mrs. Campbell:** Not family benefits, but the additional sum?

**Hon. Mr. Norton:** There was no interruption. It was just that we were not able to begin the payments until the regulation change had been made.

**Mrs. Campbell:** Of your \$1.6 million left, how much do you have on hand to cover all these new applications in case any come through? You have assured us that you will have sufficient to make it up. To me, if you have a \$2.6 million budget and you cut \$1 million out—

**Hon. Mr. Norton:** I am sorry, Mrs. Campbell, you had me convinced for a moment, but after talking with my staff—

**Mrs. Campbell:** I did?

**Hon. Mr. Norton:** I think we are confusing two different programs. I think the \$1 million constraint was in the employment of youth to work for the—

**Mrs. Campbell:** Oh to work for the other. You are right.

**Hon. Mr. Norton:** I don't think there was any constraint on the funds in this program—

**Mrs. Campbell:** No. So that you do have funds left in this program—

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** —for all the people who are applying in accordance with your record

to date. So you have had a total of 782 applications.

**Hon. Mr. Norton:** Yes, I believe that is the correct number. There may be a few more than that now, I am not sure—that was as of October—. I don't know whether I have got my sheet here or not.

**Mrs. Campbell:** It shows how confusing your programs are. I am getting tired of trying to sort them out.

**Mr. McClellan:** Would you table the applications and the disposition of the applications under the program for us?

**Hon. Mr. Norton:** No, I will not. It is not my practice to table applications that we receive from individuals.

**Mr. McClellan:** No, no. Not the application. Don't misunderstand me—

**Hon. Mr. Norton:** Oh. That date of the—

**Mr. McClellan:** The date, and the numbers and the disposition.

**Hon. Mr. Norton:** Sure.

**Mrs. Campbell:** Is it a fact that from your FDA recipients qualifying for the program under the new regulation, there are 111?

**Hon. Mr. Norton:** That is correct.

**Mrs. Campbell:** And approved recipients receiving allowances, 75?

[4:15]

**Hon. Mr. Norton:** I believe it's higher than that now, isn't it?

**Mrs. Campbell:** Is it?

**Hon. Mr. Norton:** If I had my sheet here, I could tell you. Apparently we have another sheet as of this morning.

**Mrs. Campbell:** According to my figures, there are 111. Then there are approved recipients, 75; recommended to receive allowances after approval by order in council, 108; recipients receiving maximum \$150, 117; recipients receiving less, 66; recipients needing additional information, 189 and ineligible, 116.

**Hon. Mr. Norton:** You had those figures before I received them, Mrs. Campbell.

**Mrs. Campbell:** That's what's so wrong with your ministry.

**Hon. Mr. Norton:** I think they were only available this morning. Somebody sent them to you.

**Mrs. Campbell:** I did not get it in a brown paper envelope.

**Hon. Mr. Norton:** I think she got it in a telephone conversation with Mr. Smith.

**Mrs. Campbell:** Not me. Those figures as

I have given them are accurate and up to date?

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** How long does it take to get through an approval by order in council after the recommendation since there are 108 waiting?

**Hon. Mr. Norton:** Not very long. At the most, 10 days to two weeks.

**Mrs. Campbell:** Of the 66 recipients receiving less than \$150, can we again have clarification as to what kinds of circumstances those would be? I'm not asking for specifics.

**Hon. Mr. Norton:** Mr. Smith perhaps can best answer that, because of the fact that he is one of the members of the committee which assess each case.

**Mrs. Campbell:** I don't like him very much.

**Hon. Mr. Norton:** She's smiling at you, so you're all right.

**Mrs. Campbell:** Don't be so certain of that.

**Mr. W. G. Smith:** I don't know why you would dislike me.

**Mrs. Campbell:** Recipients are receiving less than \$150; that's why.

**Mr. W. G. Smith:** Basically in that program, as a beginning to it, we have established a range of income for different-sized families, including families with, in some cases, one handicapped child, and some two and some more. Fundamentally, those who receive less than the maximum amount are those who fall somewhere in the middle of that range for the most part, as opposed to falling below the minimum amount or the maximum amount. In those cases we look very carefully at the additional expenses that the family incurs as a result of having the handicapped child in the home and try to make our assessment based on that factor. At this stage, it's not a perfect system by any means, but I think it's certainly a reasonable beginning.

**Mrs. Campbell:** Do I take it then, if a family has more than one handicapped child in the home, that may entitle them to \$150, having regard to the income guidelines you have?

**Mr. W. G. Smith:** It could entitle them to \$150 for each handicapped child, as it were.

**Mrs. Campbell:** Do you have any?

**Mr. W. G. Smith:** Among the ones we have looked at to date, there are probably half a dozen in which there are two children and in which the maximum amount is being paid. There may also be one or two, I believe, where there are two handicapped chil-



dren where the amount is less than \$300 but certainly more than \$150.

**Mrs. Campbell:** It bothers me. I said in the opening it just doesn't seem to me that this should be reviewed in the same way as other needs tests. To me, a family with a severely handicapped child is already under tremendous strain. If you're setting up what may be somewhat inflexible guidelines, it can preclude some of the things that are important to families, quite apart from whether or not you need \$150 extra. It's the same sort of thing as the philosophy of assistance to the elderly in their homes. I brought to your attention the case of a woman who felt that she was responsible for looking after her mother but who just wanted some assistance to be able to get out of the house to shop or whatever. The answer from that ministry was that the mother qualified for nursing home care and there was nothing else that they could provide her with. It's the same sort of thing here, as I see it, and it was the reason why I related the kind of philosophy on the drug program, where anybody qualified if they're over 65. We don't seem to find that to be different but these people have very serious needs.

**Hon. Mr. Norton:** If I could just briefly respond to that point, Mrs. Campbell, I think that, first of all, the needs test that is applied in this instance is not by any means the same as the needs test that you refer to. That's not the case.

**Mrs. Campbell:** It's the principle that I'm talking about.

**Hon. Mr. Norton:** The income ranges in which a family can be eligible are much higher. In fact, they can be in excess of \$20,000 a year and still be eligible for assistance under this program. It depends on other factors, such as the size of family and the costs incurred by the family in meeting the needs of their children. But in terms of the principle of needs testing in this program or any other, as I have said before during our estimates, I think that is a point on which we will, presumably, continue to disagree to some extent. I think that when one is faced with limited resources—certainly not unlimited resources—and one perceives the need in the community, one has to try to devise what one believes to be the most equitable way of trying to meet the needs of the most needy.

**An hon. member:** That's a famous phrase.

**Hon. Mr. Norton:** Who am I quoting? I don't think that we can look at this entirely outside the context of the current economic situation in the province and in the country.

I think that if we had more money available for this kind of program at the present time, we might well be in a position to pay a higher amount without the same kind of testing. But the fact is that we're not living in that kind of situation at the moment and I would rather attempt to meet the needs of these families this way than not to make the attempt until we're in a position to approach it in some other way.

**Mrs. Campbell:** Well, I suppose that my philosophy, at least, is that, recognizing the economic situation and the ministry's philosophy of the limited resources, what I was trying to point out is that I think limited resources would indicate less provision of institutional care. To me this is much more costly, not just in social terms but in actual, real dollar terms. I hope that you would be moving to increase this sort of support so that children could continue to live in their own homes with an environment which is not stressful both to them and the parent. Certainly in the past we have seen the very real feeling in parents that they cannot continue to carry on with these stresses when you have no resources really to cover the problem. I think many children over the years have found their way into institutions which, as I say, have cost us an awful lot of money. What it does to the family is evidenced by the people who talk to me about a real sense of guilt in some cases where they have taken this step when the child was quite young. Then when the child has grown older, they feel that had they had something at the time they would not have taken this kind of step. Trying to talk them out of a real sense of guilt is a very distressful thing. I think you have the opportunity to do something about it.

**Hon. Mr. Norton:** We do have an opportunity to do something about it but I don't think it would be realistic for me to assume that our ministry could remove all of the stress that families experience under these circumstances.

**Mrs. Campbell:** I don't suggest that either.

**Hon. Mr. Norton:** Nor do I think it is correct to assume that in most cases or in many cases the decision to place a child in an institutional setting or not to do so is primarily determined by economic circumstances. I am not in a position to say anything at all conclusive at this point, but one of the things that has appeared to us, as we have been reviewing the applications and getting feedback from the field, is that many of the families—most of the families probably—have made a commitment and made

the decision to maintain the child in the home with or without the assistance. The assistance, hopefully, will make that task more bearable in terms of meeting some of the needs of the child.

But it is my suspicion at this point that the point at which in many cases that kind of decision is made is earlier, at a time when the family perhaps immediately following the birth of the child is in need of support and counselling in making the decision, whichever it may be. I think there is a very good argument for improved counselling services to families—

**Mrs. Campbell:** At an early stage.

**Hon. Mr. Norton:** —at a very early stage, at the birth of a child. I personally have dealt, as I am sure you have, in my practice of family law in my earlier life, my other life, my other incarnation, with families who were facing those kinds of crises, and who I think got inadequate counselling and advice in terms of making what was the best decision for them and the children.

**Mrs. Campbell:** This sort of assistance to families at an early stage is a policy that has your blessing.

**Hon. Mr. Norton:** It is something that I intend to pursue with my colleagues in other ministries which might also have a contact with the families or through the services they fund have a contact with the families at that point.

Recently, as you probably did as well, I read an article in the press where a person was quoted as saying that often the advice that is received immediately following birth in the case of a severely handicapped child is that the family should, almost without any further deliberation place the child in the care of an institution. If that is the advice that is being given without very deep and careful thought, then I think we have to take a look at that and try to improve the service available at that point.

[4:30]

Undoubtedly, that must be one of the most critical points for the family, because very often there is a great deal of heartache and pain at the moment of realization that the child has been born with a very severe handicap. Perhaps that is the most vulnerable point in the life of that family in terms of the decisions that they will have to make with respect to the child.

**Mr. Martel:** Mr. Chairman, I have some points. They might stretch out, mind you.

**Mr. Chairman:** Briefly.

**Mr. Martel:** There are only four. I'd like to deal for a moment with the letter that is

submitted to people when they make an application for a disability pension, and that rather standardized form letter from the medical advisory board which says that you are not eligible; you are not unemployable and you are not disabled.

I have been writing to Bill Smith of late asking him why. Surely, when a person is rejected for a disability pension or unemployability pension, you tell him him why the advisory board is turning him down. There must be grounds for that. A letter goes out simply saying that you are not eligible but you can appeal. The board doesn't even tell the person why he is rejected.

Surely there is an obligation on the part of the ministry to tell the individual why he has been turned down—and rather specifically. If any of us get involved we must write or phone to try to find out why he was rejected, and then have the individual go back to the doctor to get another report to try to clarify why he is not eligible.

That is a lot of nonsense. Surely we should flush out those rejections a little more and tell the individual where or what or why it is that he isn't eligible. But simply to do it the way you are now is crazy because it means too much work for anyone trying to check it out.

**Hon. Mr. Norton:** Perhaps Mr. Smith will have some comments he wants to add to mine on this, but earlier in the estimates we touched on this and also the question of the need for more information on the part of many applicants coming before the review board.

Of course, in some cases it touches upon the whole complex area of the question of the availability of certain medical evidence to a patient—whether or not we can make specific information available if something goes beyond just the problem that we face in the ministry.

**Mr. W. G. Smith:** Perhaps, Mr. Minister, I would just add that I think we are at least under an obligation to provide the person with a reason which is appealable. That is one thing we must do. That, in effect, does limit I suppose what you can put in a letter of that type.

The other problem is a very genuine administrative problem. It is simply the volume, and how long letters can be. We have tried to follow the principle in our branch, in all of these, to try and keep the letter down to at least one page, unless it is an extremely difficult situation.

The definitions themselves in the legislation—

**Mr. Martel:** Are lousy.

**Mr. W. G. Smith:**—contain wording that we are obliged to pay attention to when we make our decisions and when, in fact, we tell a person that they are not eligible. That may sound a little legalistic, but we are all caught up in that to some degree. Beyond that we try to offer any further explanation that we are asked about.

I think the point you made about the question of the medical information, and whether or not the doctor has shared it with the patient in the first instance is a very real concern, particularly in those types of illnesses that are terminal, or perhaps deal with mental capacity and mental state. Those are some of the areas that are very difficult, I think, for us to decide whether or not that information should be passed on in specifics.

**Mr. Martel:** The individual comes to us and he says, "The doctor says I am disabled." You write back and say he is not even eligible for unemployability. Which leads us to the other problem, your Form 4, which is a crazy form anyway. I have long argued that it would be nice if you would just reverse "three" and "four" on the back page of that form so you would not confuse the poor doctors who are trying to fill it out. But, again, over the years you have not wanted to change that definition either.

In fact, nothing changes. The ministers come and go, but it carries on, doesn't it? Nothing ever changes over there. It is a state of inertia.

**Hon. Mr. Norton:** I am not sure that that is an accurate description of the situation at all, Mr. Martel, but I share with you the frustration that is created by the definitions. Again, we touched on that earlier in the estimates as well.

**Mr. McClellan:** He will move on sooner or later and somebody else will inherit the mess.

**Mr. Nixon:** He's running for Correctional Services.

**Hon. Mr. Norton:** No, I can't think of any other place I would rather be. I don't necessarily mean in the estimates at the moment, but I cannot think of a ministry where I would rather be.

We have explored the possibility of revising those definitions. We have run into some problem because of the way the distinction arose, and that was in our efforts to get consent from the federal government—and I am sure you are going to say you have heard that before, too—

**Mr. Martel:** No. I will let you finish.

**Hon. Mr. Norton:**—to get cost-sharing for an increased amount to those persons who in fact were suffering from a disability which did not permit them to do all the daily chores of looking after themselves on their own. Over a period of time—in fact, for some time—we were paying 100 per cent of that, without cost-sharing from the federal government. I believe now it is cost-shared right up to the amount of the GAINS-D.

In any effort to change those definitions, we encounter problems because of the same thing all over again. We could probably get consent from the federal government to reduce GAINS-D to the level of the assistance to the unemployable, but the prospect of getting consent or co-operation to raise the level of assistance to those persons currently classified as unemployable to the level of GAINS-D is very remote.

**Mr. Martel:** I do not want to deal with the levels. I am more concerned with trying to simplify it. The other interesting aspect—you raised it—is that you have to have some consensus from the federal government. You still have not worked out, I suppose—in fact, we got a case yesterday, so you have not worked it out.

**Hon. Mr. Norton:** What?

**Mr. Martel:** Clarifying the situation where a person gets Canada Pension but he is not eligible for your program. For four years you have been working on those sets of definitions, too. Tell me, in the last four years have you been able to resolve the definitions so that a person who gets Canada Pension qualifies for a disability pension from the province? You can blame the feds for cost-sharing in one way, but you cannot blame them in the other way. Have you been able to work out with them that someone who is granted CPP is entitled to GAINS? You have not worked out that sort of definition either.

**Hon. Mr. Norton:** I have not been around for four years, so I am not sure what efforts have been made over that period of time.

**Mr. W. G. Smith:** No, I guess the answer is that it has not been worked out. There certainly have been discussions on it, but I believe that there are some provisions in CPP—and I am not completely familiar with that—which do, in fact, provide almost an automatic disability allowance after a certain period of time as opposed to something that may be permanent. I believe it is after some months or a year; I am not sure of the time.

**Mr. Martel:** They are considered disabled federally for a year and after a year they



are then considered disabled provincially. If you can wait the year, it is all right. If you cannot wait the year, you are in a bit of a bind. These crazy things you talk about were talked about four or five years ago, and we are still not changing the definitions.

We have not changed the definitions on the Form 4 to make them more sensible. I speak to doctors who continually have problems, because you set the trap for them. I have said it before and I will say it again: you set the trap for them. He sees point three, which says, "permanently unemployable," and thinks, "Yes, he is disabled; that means the same thing." And, zingo, he puts down "three," so he gets \$195 or whatever it is instead of the \$250.

You won't change that or reverse it. You say it has been discussed. But it was discussed in 1973 when Mrs. Campbell and I were both critics of this ministry and in 1974, 1975 and so on.

**Mrs. Campbell:** We're still at it.

**Mr. Martel:** I hear now you're still discussing it. It's the same with the definitions with CPP.

**Hon. Mr. Norton:** Aside from the ministry, there are certain other things that don't change as well, by the same token.

**Mr. Martel:** You try to get changes through to improve the situation.

**Hon. Mr. Norton:** Perhaps what you're expressing will help you to understand why I have recently indicated I would favour block funding as opposed to cost sharing.

**Mrs. Campbell:** Don't say that in Toronto. I think the reaction is quite clear that they don't want it.

**Hon. Mr. Norton:** I would be happy to see 100 per cent block funding if it were possible.

**Mr. Martel:** Then you're going to change your letter to make a little more sense, I understand, so that the doctor has to answer to the patient and not through us. I'm getting tired of receiving bills from doctors for medical reports that I get on behalf of constituents. I'm advised that I should start sending them to this ministry and Michael Starr for payment so that I don't have to pay for them or the claimant.

After five years you're going to bring the CPP definitions in line with the provincial. Who's the culprit on that last one?

**Dr. Crittenden:** It's not a matter of who is the culprit. The definition under CPP equates with the definition for the permanently unemployable. The minister already pointed out that we are endeavouring to pay

a higher rate to the disabled, but the definition under CPP is on employability, not on disability, that would warrant higher payment for the disability.

**Mr. Martel:** Let me get this straight because I'm afraid you're losing me. If a person is termed disabled by CPP, if I understand you, he can't work and he's receiving a pension, an allowance from the federal government, you say the criteria are the same for the province. Then why does he not qualify for provincial assistance over and above that which he receives from Canada Pension? Why isn't it automatic?

**Hon. Mr. Norton:** I think the point that Dr. Crittenden is making is that the definition under the federal CPP is the same as the provincial definition for permanently unemployable, not disabled.

**Mr. Anderson:** The word was "equates."

**Hon. Mr. Norton:** It equates with the unemployability definition, as opposed to the disability definition under the provincial legislation. Some other provinces don't have that same distinction but it's because they would pay both categories of persons a lower level. In fact, we had made the distinction back whenever it was in order to pay the disabled a higher level and to make it so they would be eligible for GAINS-D.

**Mr. Martel:** Your definition of disabled and unemployable is questionable anyway because you couldn't explain the difference to me. I've tried with minister after minister who has sat in that place and squirmed and wiggled.

**Hon. Mr. Norton:** Would you like me to try?

**Mr. Martel:** Yes, explain the difference to me. I've never had it explained to me. Give it to me slowly so that I will understand it.

**Hon. Mr. Norton:** I must say that, although I can explain it, I'm not sure it makes much sense to the recipient.

**Mrs. Campbell:** Or to anybody else.

**Hon. Mr. Norton:** The distinction, as I understand it, is that the disability, the higher level of pension, is available if a person, in addition to being unemployable, has certain physical disabilities which make it impossible for him to carry out the normal daily chores of caring for himself. In other words, they require assistance on a day-to-day basis and are not just unable to go to work. In addition to being unable to go to work, they require some additional assistance.

**Mr. Martel:** You're saying everyone that's classified as unemployable can and does successfully look after themselves?

**Hon. Mr. Norton:** Presumably, they can dress themselves and cook their meals or something like that in most cases.

**Mrs. Campbell:** Oh, dear.

**Mr. Martel:** Oh, my God. Heaven help me. That's for the birds.

**Hon. Mr. Norton:** That doesn't help you?

**Mr. Martel:** No, it really doesn't. I can show you cases where people, maybe because of drinking problems and so on, can't look after themselves at all. Totally, there's no way they can. They need the extra care. That just doesn't hold water. The interesting thing is the more you get into this little plot, somewhere along the line someone is the culprit because he doesn't want to change the definition.

[4:45]

**Hon. Mr. Norton:** I would love to change the definition.

**Mr. Martel:** You are perfectly free to do so.

**Mrs. Campbell:** Be our guest.

**Hon. Mr. Norton:** I think it's reasonable to say that that was one of the first things I raised with my staff when I came into this ministry.

**Mr. McClellan:** They said you could when they processed you.

**Hon. Mr. Norton:** No.

**Mr. Martel:** Nothing has changed you know, Keith.

**Hon. Mr. Norton:** I am told the definitions have changed a number of times over the years but I'm not sure what they were.

**Mr. Martel:** It always comes back to square one. Nobody knows what the difference is and how it's supplied.

**Hon. Mr. Norton:** It doesn't eliminate the problem that the original intent was to provide additional assistance to persons who were more severely disabled in terms of their daily lives.

**Mr. Martel:** There are certainly some out there in that 5,000 or 6,000 who would qualify, except that your medical advisory board says no, and trying to get to the bottom of it is always the difficulty. But you are not going to change your definition so I'll come back two or three years from now and we'll talk about it again. All right.

**Mrs. Campbell:** Please, Mr. Chairman, don't let Elie go away with that. The minister says he is looking at it.

**Mr. Martel:** Oh yes, right.

**Mrs. Campbell:** Don't let him off from looking at it.

**Mr. Martel:** But Rene Brunelle was looking at it.

**Mrs. Campbell:** Taylor never did.

**Mr. Martel:** He never did understand it.

**Hon. Mr. Norton:** As a matter of fact, I have looked at it and I have told you some of the frustrations that I have experienced.

**Mr. Martel:** Then you as minister should take the bull by the horns and say, "This is it. Ball game over."

**Hon. Mr. Norton:** Who is the bull? Marc Lalonde or—

**Mr. Martel:** It might be Bill Davis. It might just be Bill Davis, you know, as you scramble for money over there and you put up the barriers so that you don't have to pay.

Let me deal with a couple of others and the same will apply.

Single-parent fathers. Tell me, when are you going to remove that little bit of discrimination in the Act which will allow a single-parent father who can't get someone to look after his children to draw an allowance? I don't mean general welfare and I don't mean if he raises a lot of hell in the public media, but to be eligible just as the mother who is raising her family? When are you going to remove that little bit of discrimination?

**Hon. Mr. Norton:** I might say I am glad there is someone else around besides me who admits there is some discrimination against men.

**Mrs. Campbell:** I never denied it.

**Mr. Martel:** You have to understand Margaret though, you see.

**Mr. Nixon:** She doesn't assert it either.

**Mrs. Campbell:** I have.

**Hon. Mr. Norton:** In all fairness to her, she did the other day. She said she had championed the cause of men too. Seriously, I have asked that all of the areas in our legislation where there is any kind of gender bias be brought to my attention. The senior staff are working on it. I would like to have a look at it as a total package to see what we can do about it.

I would caution you that there is one thing that causes me some concern and that is if only some portion of it were to be implemented—and I know Mrs. Campbell is disturbed by this argument because she thinks it is cold—but I think that in view of the present economic realities it is also something that has to be at least considered. It is that the preliminary estimates show the costs certainly would be in excess of \$27 million, and how much more than that I don't know, to take away the kinds of biases that have been reflected in the legislation and

in the Common Law because of certain presumptions that were prevalent in our society for many years—for generations, centuries perhaps—that certain individuals in the home were heads of the household. Those kinds of things were reflected, and not challenged until recently.

**Mrs. Campbell:** They still are.

**Hon. Mr. Norton:** They are certainly challenged today but they are still present in the law and not just the legislation but also in the decisions of the courts. I will undertake and have already, to pursue that, but I cannot give you a guarantee or timetable in which we would be in a position to implement the change without having a more clear and careful evaluation of what all of the consequences might be, including the economic consequences.

**Mrs. Campbell:** Financial.

**Hon. Mr. Norton:** All right, financial.

**Mr. Martel:** Your old pal, Rene Brunelle, used to speak in those terms, Mr. Minister, about the problems with eliminating that bit of discrimination. Surely your ministry is the greatest piecemeal organization in the world. Look at your children's programs. If there's anything more piecemeal than the programs for children, I'd like you to show it to me. You people are first rate at piecemealing it.

**Hon. Mr. Norton:** I want to make it clear, as I've said before, that I'm not an apologist for the status quo. But we are in the process, particularly in the area of children's services, of conducting perhaps the most major reorganization of services albeit not at the speed that Mrs. Campbell would like to see it happen, undertaken by any government perhaps in the western world. In all seriousness, that's true.

**Mrs. Campbell:** The universe.

**Hon. Mr. Norton:** No, I'm not sure, Margaret. I think perhaps following the Russian revolution there might have been a slightly larger reorganization there.

**Mr. Martel:** You have to admit that in your ministry there is more piecemeal than you can shake a stick at. Why this type of discrimination against a head of a family to be able to support and look after his family? The irony of it is that if he raises enough cain, an order in council goes out and he gets the pension and the reason is to silence him.

**Hon. Mr. Norton:** I agree, Mr. Martel, that we have perhaps the most complex ministry in the whole government.

**Mrs. Campbell:** You surely do.

**Hon. Mr. Norton:** In part, that is because of the way in which its responsibility has grown in leaps and bounds over the last few years. Although you weren't present earlier, we did have a brief discussion of the fact that one of the things we have under way at the present time is a major management review of the ministry. We hope it will be making recommendations to us shortly—

**Mr. McClellan:** Looking at the chaos.

**Hon. Mr. Norton:** —in terms of, no—

**Mr. Martel:** Didn't you just come through one of those about three years ago? What was the name? You put out five reports. They were bound beautifully—yellow, orange. The Hanson task force. You've just come through that.

**Mr. McClellan:** A semi-annual event.

**Hon. Mr. Norton:** I'm not familiar with the Hanson task force.

**Mr. Martel:** Oh, read all five volumes. Oh, great reading—

**Hon. Mr. Norton:** I assure you I will.

**Mr. McClellan:** The most comprehensive welfare reforms in the western world.

**Hon. Mr. Norton:** The fact is that we're coming to grips with the problem of the organization of the ministry so that the staff can work more effectively in the delivery of the services to the people in this province. I'm certainly committed to an implementation of these recommendations following discussions with our senior staff.

**Mr. Martel:** We went through this for three consecutive years. We went through this whole reorganization with the Hanson task force—Children's Aid Societies, decentralization, you name it. For three years we went through that, and nothing got done because you were studying the Hanson task force. Now nothing's going to get done because you've re-ordered that it all be re-studied so we can reshuffle the paper.

**Hon. Mr. Norton:** No, it will not be a reshuffling of paper.

**Mr. Martel:** Why don't you read the five reports tonight? Just read the five reports and it will tell you what you've got to do. None of them are that lengthy, but it's all there.

**Hon. Mr. Norton:** Listen, you and I haven't been through this together before—

**Mr. Martel:** No, but I've gone through it with your predecessors.

**Hon. Mr. Norton:** Don't prejudge me and the commitment of my staff to seeing this through.

**Mr. Martel:** I'm suggesting to you, Mr.



Minister, that you might read those five reports to know what's already been said.

**Hon. Mr. Norton:** I will.

**Mr. Martel:** As late as 1973 and 1974, the Hanson reports came out. It's not even history. They haven't even gathered any dust yet and you've ordered another study. This is insane. That's what I said about the Canada Pension and the criteria used and the letters. We heard it from Rene, and the single-parent father stuff, we heard it from Rene. We would have heard it from Taylor, but he was too busy making mistakes and blunderbusting around here. Now you tell me you've ordered another task force—oh, my God. It's unbelievable.

**Hon. Mr. Norton:** It's almost ready, I think, to be delivered.

**Mr. Martel:** Then they just copied it from Hanson because he took a year, he toured the province. Didn't they tour the province then? If my recollection is right, they toured the province and got this tremendous input.

**Hon. Mr. Norton:** You were very business-like.

**Mr. Martel:** In fact, I'll tell you what we'll do. We'll adjourn and let you go and read the reports, and then we'll come back and we can take up from there and you'll know what was recommended before.

One of the other points I wanted to talk about was decentralization. That's being studied, I presume—having disability pensions and family benefits pensions paid out locally, in other words, without having to come to Toronto for three months' delay. The local people up there would make the decision there, and if they don't do the job, you fire them and you bring someone else in, but the decisions are to be made locally rather than coming down here and gathering dust and waiting three months for a decision.

That was in the Hanson task force, too. Good God, you wonder why we say it's just recycled over and over again. It's part of a deliberate delaying action, I think, by the government of Ontario, so you don't have to make any reform in this field.

**Hon. Mr. Norton:** No, my mind is not closed to any of those suggestions, I can assure you.

**Mr. Martel:** No? Well, I want to get to the last point anyway. I want to talk about one other one. I was leading to it from single-parent fathers and the fact that it was being regurgitated. It's a learning disability.

During the estimates of the Ministry of Education in July, in that short session, I

raised six cases, I believe, of kids with learning disabilities. I hope Peter hasn't disappeared. Interestingly enough, if you raise a little Cain around here, do you know what the Tories do? They put the fire out. In the case of a father who wants a pension to look after his family, if he raises enough Cain, he gets a spotlight on TV, you pass an order in council and you silence him. Okay.

I presented six cases in the Legislature. Three I named outright. Do you know where all six of them are now? We couldn't get the cases to budge. We couldn't get them to move. They've all been accepted by the government of Ontario. Isn't that lovely? Isn't that amazing? That is really amazing. I want to tell you that was done with dispatch.

**Mr. Conway:** God works in strange ways.

**Mr. Martel:** But we haven't resolved the problem at all. We sent some kids off to the States and one down to Barrie. In fact, we haven't got the facilities locally to deal with kids who have learning disabilities.

I disagree that it should be in this ministry. I think it should be taken out of here. I don't think you should even look at it.

**Mrs. Campbell:** No, Elie, don't say that.

**Mr. Martel:** I do, I'm sorry. I listened to Dr. What's-His-Name from the Ministry of Education, who indicated it was going to be discussed between the two groups. What happens? The kid gets caught in the middle and as you try to get it sorted out, the child, who is suffering in the middle, gets batted back and forth.

I suggest to you that education belongs in the field of education and not in ComSoc at all. I don't care how long it takes, although we're better off to do it now.

But I'm really intrigued by the dispatch with all those children. I'm glad they're going, because they've finally got a chance of getting what they need. Some of them who needed it eight or nine years ago are getting it now. There is one boy in particular, a boy I know fairly well, who is going off. I'm amazed at the speed in which those things are done, Mr. Minister.

I'm encouraging the parents. I'm saying, "Look, you've got six, keep rocking the boat. Don't give the board of education a minute's rest; don't give the Ministry of Community and Social Services a rest, because that's what they're trying to do. They'll get rid of those parents who make lots of noise by hiving their kids off somewhere and, hopefully, it will die down." It's the old saying that the Tories use, "Come to the father, the all-embracing arms of the Tories." I learned this philosophy a long time ago.

**Hon. Mr. Norton:** I can assure you, Mr. Martel, that given the mission of this ministry, it's rarely that we get a rest.

**Mr. Martel:** I just think that it's strange that those six cases couldn't be budged, or we're having great difficulty, let's put it that way.

**Hon. Mr. Norton:** Perhaps Mr. Crichton would like to comment.

**Mr. Martel:** Maybe Peter will tell me.

**Hon. Mr. Norton:** I'm not familiar with the six cases myself.

**Mr. Crichton:** Mr. Chairman, I'm not familiar with them—I cannot recall the names of the six cases or the specific circumstances. In fact, we have been working closely on these applications with the Ministry of Education, and through the Ministry of Education, the local boards of education, in attempting to determine two basic criteria. There are, perhaps, a number of others, but there are two basic criteria with respect to the eligibility of these cases.

[5:00]

First, does a medical condition exist or is there, in fact, an impairment to education and ultimately to employment prospects? You will recall that we are dealing with the Vocational Rehabilitation Services Act and we must determine whether in fact an impairment exists that will limit the individual in the employment market. So that is the first criterion that we must determine. It is done through medical records as well as a variety of other assessment techniques, primarily in the psychological field and often-times collecting that kind of data and sifting through the disparate kinds of opinions that we get from various professionals, because it appears that professionals, as well as other members of the community, have differing opinions. We must sift through all this, and try to arrive at that eligibility determination.

The second area of determination is that once that has been determined—and it is oftentimes done concurrently—is to determine whether or not a program of service is available in the community and specifically within the jurisdiction of the local educational authority. That is principally where the Ministry of Education and the local board of education come into play. And if my memory serves me correctly, with respect to those cases from the Sudbury area—and they were primarily within Sudbury and environs—we had some difficulty determining whether or not programs of instruction were available within the Sudbury Board.

We kept getting mixed messages as to

whether those courses of instruction were available or if, in fact, they were suitable to meet the educational needs of the various applicants—and that took some time. Part of it, I think, was due to the summer recess and so on. The education system virtually closes down over the summer, for some reason, and we had difficulty getting some of those opinions. I cannot recall from memory whether we approved all those cases out of hand or whether we approved some of them. In any event, once we were able to obtain the information and clarify the various data we were able to move directly to a decision, and perhaps it was coincidence and perhaps it appeared god-like but nonetheless it seemed that the two came together.

**Hon. Mr. Norton:** Or perhaps your local board listens to you.

**Mr. Martel:** No. Well, they might, but they weren't happy with the whole situation, I assure you, even though they received an additional \$200,000 last year for special education, they obviously didn't have anyone doing the job. They hired two additional staff specifically for that purpose and then we sent six of them off to the United States. But it was divine intervention, I can assure you.

What bothers me, though, is that we still haven't resolved the problems for Ontario. We have to send kids to the United States to get that type of assistance which will make it possible for them to function in a meaningful way once they leave school—and, in fact, while they're in school. It seems to me a great failure on the part of the government of Ontario that we have to go the route of sending them to a number of facilities in the United States.

Surely we should have these facilities spread across the province fairly close to the child's home, not always needing a special school. I realize there are sometimes emotional problems that come with kid's learning disabilities, but we don't have facilities sufficient to meet our needs in this province in this day and age, and that says something about our concern for kids with learning disabilities. In fact, you people just got involved, as a result of a court order about three or four years ago. You don't want it any more than the man in the moon.

I am well aware that ComSoc isn't looking to try to cope with these problems, but would like to get rid of it. I think it should be in one place. The problem prevails and we have no solutions except to take some child at \$6,000 to \$9,000 a year, in that range and send him off at a tender age down to the United States. Heaven forbid, the Minister of Education (Mr. Wells) tells

me we have the qualified people in the province to do the job. I think we are sending 69 off to the United States this year or something like that. Is that the number?

**Mr. Crichton:** No that's not an accurate figure.

**Mr. Martel:** What would the figure be?

**Mr. Crichton:** At the present time, we are supporting approximately 55 in special programs at a cost of about \$400,000.

**Mr. Martel:** How many out of the province?

**Mr. Wiseman:** If Mr. Martel had been here the other day he would have heard Mr. McClellan go through all this.

**Mr. Martel:** I'm sorry, but I was dealing with another problem the other day called Inco. There are only 6000 people losing their jobs there.

**Mr. Wiseman:** If you had come down, we covered all that.

**Mr. Martel:** That might have been the case. But with the greatest of respect I am discussing this matter with the minister and his staff.

**Mr. Wiseman:** We heard it and you are going over the same ground.

**Mr. McClellan:** The member has a right to speak.

**Mr. Martel:** That's fine. I suggest you leave then. I'm going to be around for a while and I am going to speak to the minister about this problem because we are not resolving it when we have to send children out. I will go back to where I was when I was so rudely interrupted. There are 55 children. How many are outside Ontario?

**Mr. Crichton:** I do not have that exact figure, but roughly half that number or slightly less than that.

**Mr. Martel:** We are doing well then in Sudbury as a result of that divine intervention in the Sudbury area that saw six or seven of them go—six to the States, I believe, and one to Barrie. We are doing rather well, I would have to say.

**Mr. Crichton:** I would have to check that out. Roughly half that number are in the US and the balance in Ontario in day programs and in residential programs. The cost at the moment is slightly more than \$400,000, with a potential to rise to \$900,000 to \$1 million this year.

**Mr. Martel:** What efforts are we making then to ensure that the kids can get it here where they can get home rather frequently, rather than having to go to the States? That is exclusive of the cost of transportation for

which I think you pay once or twice a year at most?

**Mr. Crichton:** The average case we serve under the Act we provide two round-trip tickets a year. In these cases we are providing up to four and sometimes five round-trip tickets a year. The average cost, all costs included, is around \$7,500 to \$8,000. That includes transportation, maintenance, tuition, books, supplies and other things.

**Mr. Martel:** With that kind of green stuff we should be able to establish the facilities here.

**Mr. Nixon:** It would cost more.

**Mr. Martel:** It might be a little more humane. They would be home at least.

What efforts are we making to guarantee there are adequate facilities distributed across the province as opposed to just a couple around Toronto? I believe there is the one in Barrie and the one in Toronto.

**Hon. Mr. Norton:** I'll answer your question. Just as a comment, when you comment on the high cost of supporting children in the United States—and I am not suggesting that this is a reason for doing that—I would point out there is a facility here in Toronto where just the tuition cost is \$6,000 a year. An average of \$7,500 is not all that much greater than the cost of tuition here.

**Mr. Martel:** That's the point I am trying to drive to.

**Hon. Mr. Norton:** In response to your question as to what is being done, as I indicated earlier in the estimates, I am not entirely free at this point to discuss fully what has been discussed. I assure you that over the past several months I have been discussing this matter with my colleague, the Minister of Education, and others in our policy field. I am optimistic that that will lead to some resolution. In the meantime, however inadequate the legislation which we are operating under is in this respect and bearing in mind that it was never designed initially for this purpose, we will continue to try to meet the needs of those children whose needs apparently cannot be met at this time in the province of Ontario.

**Mr. Nixon:** I wonder if Mr. Martel would permit me one or two questions on this.

**Mr. Martel:** Yes, sure.

**Mr. Nixon:** I am very interested in this since it affects young people in my constituency as well as it does those of the other members here.

I have had the distinct impression that your discussions with the Minister of Education might have led him or his advisers to



come down pretty heavily on the school board to persuade them that they can provide the training that is needed and that it is now the procedure for schools to receive an instruction in response to a special application where, without any teachers with special training at all, they simply prepare what is known as a special program; that is, the kid is taken out from the regular classes at least for part of the time, and the ordinary teacher of English and so on has the special responsibility to order a so-called special program.

The parents—and I support them wholeheartedly in this—feel that this is not an adequate response, and it's probably going to take you to the Supreme Court of Canada again if you and your colleague have any ideas that a few mimeographed pages put out by the local school board for the local district high school are going to meet the need, because they simply are not going to do so.

The second impression I have—and this is probably unfair but I'll say it anyway—is that you are depending more on your appeal board than you should. You are looking at these things and taking what is probably in your comptroller's best interest—that's the unfair part—but turning down some that perhaps we don't think should be turned down. Then they go to appeal, where I must say, from everything I can gather, the appeal board seems to be doing a good arm's length appeal job. I think you are losing quite a few appeals; at least, that's what I gather.

I feel depressed when I talk to such parents in my constituency—and there are three that I can think of—and say, "I have the feeling, although you have been turned down and although the Brant county school board says its program is adequate for this case perhaps of dyslexia or whatever"—and I am very much unprofessional in this connection — "that it is worth going to the appeal with a very strong approach."

I gather there is now a lawyer who is sort of specializing in taking these cases to appeal, which I find fortunate in one way but bloody awful in another way.

**Hon. Mr. Norton:** I don't mean to treat the matter lightly, but his career may just have been threatened by Mr. Martel's record in the last couple of months.

**Mr. Nixon:** Martel is not charging the right tariff.

**Mr. Martel:** No fees at all. That's the unfortunate part of it.

**Mr. Nixon:** I would just like to add to the comment—whether the minister would want to reply or not—that I urge him in his consultations with his colleague, the Minister of

Education, to be aware of relying exclusively on the local boards without some very strong and imaginative centralized program, which may or may not be usable by the local boards.

Also, as I say, I regret that so many of these things go to appeal and the fact that, either on their way to appeal or at appeal, the ministry accepts the responsibility. The fact that Mr. Crichton has indicated that the cost of this is going to go from \$400,000 to \$1 million means you are going to have to do something quickly. I don't think it should be in your ministry either. I agree with Mr. Martel in that regard.

**Hon. Mr. Norton:** And I agree with you. But with respect to the question as to how the Ministry of Education ought to be handling it, I think that question more properly should be referred to my colleague, the Minister of Education.

**Mr. Nixon:** Why is that?

**Hon. Mr. Norton:** I don't know the details. You suggested that some directives may have gone to local boards of education.

**Mr. Nixon:** I don't know that there were, other than that all of a sudden these boards are sending letters to somebody down here, saying, "Yes, we can handle this case," even though there are assessments at Guelph, at CPRI and so on, where it's clearly indicated by the professionals involved that residential care—the kind of care that is available only at these very expensive situations—is the thing that would best solve the problem.

[5:15]

I am very concerned that the boards, for reasons that I can understand, are now saying, "Yes, we can handle this case," when I am just not at all convinced that they have the facilities and budget to do it.

**Hon. Mr. Norton:** Well, I don't know whether there have been directives as such from the Minister of Education or not. As I have said before, I think that it is an educational responsibility; that is, certainly, consistent with my discussions with the Minister of Education. Until the matter is resolved, all I can say on behalf of this ministry is that we will continue to try to use the vehicle we have at the present time to meet the needs of those children whose needs cannot, apparently, be met here.

**Mr. Nixon:** Is the projection of the possible million dollars based on applications, or just by extrapolating the line or what?

**Mr. Crichton:** Largely based on applications to date and some projection on that.

**Mr. Martel:** That is provided you turn

down a number at the same time. You don't accept them all?

**Mr. Crichton:** That is assuming that all outstanding applications are approved.

**Mr. Martel:** I just say that the day has come when we have to grapple with this problem much more seriously to get the kids closer to home rather than send them off to the States. Or if you're from northern Ontario you have to come around Toronto, I just think that, somehow, in conjunction with the boards of education, the Minister of Education, himself has got to start to lean rather heavily on the boards to ensure that programs are being offered because, in fact, many boards aren't. They'll deal with the less disabled child; but they are really not coping with the severely disabled and those with learning disabilities.

Finally, Mr. Minister, I suggest that if you can't get the Hanson task force report from your staff, I'll lend you my copy. It's all marked out and it will save you a lot of reading.

**Mr. Gaunt:** Mr. Chairman, I just wanted to make a few comments with respect to the regionalization of the social services aspect of the ministry. I talked on this about two years ago when the germination period was still in its infancy. But the ministry has gone forward with this particular program, and I just wanted to make a few observations about it.

I said at that time that I didn't agree with it. I thought the service would not be better, it would be more remote and, in effect, would not be as well carried out as it was previously. I hate to say to the minister, "I told you so," but that is precisely what has happened. I suppose it's not surprising in view of the government's preoccupation with regionalization; it seems to have a fixation on that particular aspect of delivery of service, whether it be at the municipal or whether it be at the ministry level.

**Mr. McClellan:** What program are you addressing yourself to?

**Mr. Gaunt:** I was addressing myself to the vote—

**Mr. McClellan:** No, I wasn't questioning your being in order, I don't understand what program you are referring to.

**Mr. Gaunt:** This is the delivery of the social services program.

**Hon. Mr. Norton:** You are referring to the district offices?

**Mr. Gaunt:** Yes, the regionalization has taken place, as I understand it, mainly in London and in Barrie, I believe; and the dis-

trict office in Wingham has been reduced to a skeleton crew and ultimately will be closed up if it keeps going at its present rate. Jim Deneaux, who was the director there for quite a number of years—may his soul rest in peace—said this was what was happening and this is exactly what is happening.

I wonder, in view of the experience that we are now getting. I have people coming to me saying, "Well, the way that office is running down there now, they might as well close it." The services that are now being provided out of London are not as effective as I would hope they would be.

I guess my question is: Is the ministry ultimately going to strangle the office in Wingham and kill it or do you have something else in mind? If so, what? Secondly, are you reviewing this co-called regionalization program to see if it is as effective as you had hoped? And if it is not, will you revert to the old system?

**Hon. Mr. Norton:** I will respond in so far as I can and perhaps you have some further questions or wish a further response from some of the staff. I was just advised that this was one of the recommendations of the Hanson report that was implemented.

**Mr. Gaunt:** Do you think you could pick another one and substitute it?

**Hon. Mr. Norton:** It is my understanding that the district office in Wingham that you refer to is the only one where the decision was made to reduce the number of districts because of the population base. Therefore, part of the responsibility from the Wingham office was transferred to London and part to the Barrie office. The other district offices around the province, as I understand it, were not changed because the district boundaries were not affected. But there it was related to the question of the population base.

**Mr. Gaunt:** I think that any proposed improvement has to be for the benefit of the client, not for the convenience of the ministry. I can understand why it might be better administratively for the ministry, but the fact is that the delivery of service is not as effective, in my view. That view is shared by a number of other people within and without the ministry. I have people who are on FDA come to me and say they are certainly not getting the service that they did previously. I have to accept that as a fact because they should know.

So I am wondering if there is to be any review of that particular program? Is it as effective as you had hoped initially? Are you going to leave the office in Wingham or are

you going to close it out? What is going to happen there?

**Hon. Mr. Norton:** Perhaps I will ask Mr. Anderson to respond to that since he probably was closer to the hopes and aspirations at the implementation point than I.

**Mr. Martel:** He had the axe.

**Mr. Anderson:** Mr. Chairman, I came to this ministry just after the axe fell. That particular decision was not really any new concept of regionalization. As the minister has said, we have had district offices in Ontario—and the Wingham office was one of them—over a period of about 20 years. It was a question of just changing some of the offices and this was a particularly small one, the Wingham office. I worked for a period of time in it myself.

**Mr. Gaunt:** Yes, I understand that.

**Mr. Anderson:** It was just a store-front office in Wingham.

**An hon. member:** They were quite busy, though.

**Mr. Anderson:** As a result of just a realignment rather than any kind of real change in the administration of the ministry, the Wingham office was closed out and its services divided between the other two. There are a number of offices in Ontario that are not district offices but which are sub-offices and which continue as sub-offices of a principal district office. For instance, the Chatham office was changed. The district for the Sarnia-Lambton-Chatham-Kent-Essex and Windsor alignment was changed from Chatham to Windsor. There is an office remaining in both Sarnia and Chatham which are sub-offices of the Windsor office.

As such, the delivery of service should not be a great deal different. I don't know what problems you are having with family benefits. We have made some changes outside of district office operations. We've put some people who are on family benefits on what are called mailout services. There was a period of time when it was felt we were interfering too much in the lives of people by making periodic visits to people during the year who had relatively stable conditions. Unless they needed service, they didn't want workers dropping in. Those kinds of changes have been made.

If you have a retarded adult in the home living with his mother and father in relatively stable conditions, they may not want to see a worker every year as long as the allowances are coming in. We have changed that kind of service, the drop-in, spontaneous type of thing to a great degree. If there's a delay in

the Wingham office in processing applications, I'm not aware of it at this time, I know you've had a particular concern with one particular service that was operating with regard to rehabilitation and family counselling. The situation in that office simply didn't warrant the full-time services of a worker.

At the time we curtailed the service, she was dealing with a caseload of about eight clients and very few of those eight clients were involved directly in the welfare or the financial assistance system. They were people outside of our normal stream. Because of that particular service, Wingham had been getting service that was not available in most other places in Ontario. It simply had to be curtailed on the basis of lack of usage and the inappropriate use of the worker. The worker is still permitted to do some of that but has had to take a rehabilitation assignment over and above that.

None of these things really came about as a direct result, except that Wingham lost its identification as a district office for the ministry. I'd be pleased to deal with the other kinds of problems that people may have reported to you with regard to family benefits but I'm not aware of them specifically.

You mentioned Mr. Deneaux. At the time of his death, he was in the process of moving himself to another district, Lindsay, I understand.

**Mr. Gaunt:** Is my assumption correct that Wingham is going to remain as a sub-office?

**Mr. Anderson:** That would be our intention, yes. In view of the caseload for the number of workers that are required to cover all of Huron, there just isn't a justification for a full district office in that area at this time. Bruce county, which used to be part of the district covered from Wingham, is now covered from Owen Sound, which seems more logical in view of the population base there and the distance. The logic of it seemed to be that work could move up towards Wingham from London and down towards it from Walkerton and the Owen Sound area. That was the basis for the decision.

**Mr. Gaunt:** The problem is that if I have someone in Teeswater who's got a problem and wants an FBA application taken, the field worker has to come from Owen Sound. No, that's not quite accurate. The field worker is now residing in Kincardine. But the point is that from Wingham to Teeswater is six miles and from Kincardine to Teeswater is about 32 miles. In terms of distances, the division of the districts leaves something to be desired.

**Mr. Anderson:** That's almost inevitable in



any kind of a distribution that's based on providing service to a population. In Huron county, for instance, Goderich is much further from Wingham than Teeswater is or it could be farther from any places in Huron county than Wingham is. But the capital of the county happened to be located on the one side of it. We have this kind of a situation in many areas around Ontario where we can't necessarily have everybody served from the closest particular town.

**Hon. Mr. Norton:** I'm sure Mr. Martel, who wanted to start talking about distances, could outdistance you.

**Mr. Martel:** That's just a stone's throw.

Vote 2802 agreed to.

[5:30]

The committee recessed for five minutes and resumed at 5:35 p.m.

On vote 2803, development resources program:

**Mr. Chairman:** Mrs. Campbell, we'll let you start off, because you've been here from beginning to end, I guess.

**Mrs. Campbell:** I feel as though I've been here constantly since 1973.

**Hon. Mr. Norton:** And the end shall not be yet; is that the saying?

**Mr. Martel:** We haven't made much headway.

**Mrs. Campbell:** No, I know we haven't.

Regarding the figures that were given to us at the opening of consideration of the estimates with reference to the funding from the federal government in this area, can we be assured that all of the \$119.3 million was in fact, spent on programs or facilities or on whatever for the mentally retarded?

**Hon. Mr. Norton:** Yes.

**Mrs. Campbell:** Can we know what you're going to do with the rest of the money?

**Hon. Mr. Norton:** The same thing.

**Mrs. Campbell:** What?

**Hon. Mr. Norton:** Spend it on facilities for the mentally retarded. It may not be spent in this fiscal year, but it will be spent on services or facilities for the mentally retarded.

**Mrs. Campbell:** One of the things that has been bothering me, of course, is the fact that you have been enunciating policy in this area and, with respect, it does seem to be very confused. I accept the fact that there are degrees of mental retardation, but the problem with these various programs is that people do not get equality of consideration in them.

I have a case in point where one child at the time was in Huronia for, I guess, about 18 years. It was deemed that she wasn't educable since she didn't have an education. Somebody caught up with the situation at the end of that time and, of course, the Ministry of Education says, "We're not responsible now because she's beyond the age at which we educate children." The fact is that for 18 years they made no effort to assume their responsibility. This kind of situation creates a mishmash in this province in the whole field of mental retardation. For instance, the educational facilities at Collingwood, as I understand it, are not within the Ministry of Education. Is that so?

**Hon. Mr. Norton:** I can't answer that.

**Mr. Gordon:** At Collingwood? A facility?

**Mrs. Campbell:** Yes.

**Mr. Gordon:** We don't have one in Collingwood.

**Hon. Mr. Norton:** That's—

**Mr. Gordon:** In Collingwood?

**Mrs. Campbell:** Who's running the show up there, because—

**Mr. Gordon:** Are you talking about a community group home?

**Mrs. Campbell:** Yes.

**Mr. Gordon:** Or is it a home for special care perhaps?

**Dr. Crittenden:** Probably, yes.

**Mr. Gordon:** The Ministry of Health has a number of homes for special care—

**Mrs. Campbell:** I see.

**Mr. Gordon:** —which are not under our jurisdiction. It may be that.

**Mrs. Campbell:** Then maybe you would look at that model if you're thinking of it, because as far as the family is concerned—and I wasn't familiar with it; I haven't seen it—they felt at long last there was some attempt to give some education in this particular field. We're talking now about the intermediate cases; not the severely retarded and not those who are able to get out, but those who have been neglected by government all these years but who are now found to be able to be educated to a point. What kind of facilities have you planned for those intermediary groups? Or have you looked at it?

**Hon. Mr. Norton:** I will comment very briefly and then perhaps the staff can give a more comprehensive response.

Certainly in each of our facilities we do have an educational component, which in most cases is staffed by the Ministry of Edu-

cation available to provide an educational program for the residents. Specifically with respect to the intermediate group, I am not sure that I can answer that, but perhaps Mr. Gordon can.

**Mr. Gordon:** It is part of the development of the community programs. As you can appreciate, 18 years ago custodial care was the accepted mode for all mentally retarded and hence those people have sort of fallen between those two stools to a certain extent. However, now with the development of community programs, we are providing, among the other support services, developmental training programs for adults as well as for children. Some of these are through the rehabilitation process and others in direct training programs, depending on where they are located.

**Mrs. Campbell:** The thing that is confusing members of the public at large is that talk about keeping the child or the person close to the community. You talk about group homes. You talk about your difficulties with zoning and all the rest of it. You talk about de-institutionalizing people. You talk about 150-bed facilities. You talk about so many things that I don't see what clear pattern you are trying to develop. It seems to me that it becomes very contradictory.

**Mr. Gordon:** It is difficult to implement everything for a total change in direction at the same time. Part of the difficulties has been the readiness of the communities to undertake and accept some of the responsibilities. To date, we have been able to accommodate the kinds of proposals that have been presented to us and we could have accommodated more. It is a startup problem. The year that we first got started was 1975 in developing these supportive types of programs with this program that we have had. Since that time we have been able to develop a considerable number of these but there is a long way to go. We quite appreciate that.

**Mrs. Campbell:** Has there not been some dichotomy between the ministry and the community and the local association with reference to your aims and objectives? How do you see yourselves as having solved that?

**Hon. Mr. Norton:** I am still not entirely clear in my mind what you are referring to. If you are referring to the fact that there are a wide range of views in the community with respect to specific approaches, then that is quite true. I would not describe it as a dichotomy, if that is what you are referring to. If you analysed them closely, the opinions are almost as varied as the number of

people who have opinions on the subject in the community. I think that has often crystallized in situations such as the concern that has been expressed in your reference to 150-bed facilities, which we touched on, I believe, in the opening remarks. I have not yet received the final report from the task force. But on that particular issue in terms of letters received from individuals in the community, I have received, I am sure, at least as many letters from persons urging that we proceed with that concept, or whatever it was because it was not very clearly spelled out even at that point, as there were those who wrote in opposition to it. If you are referring to a dichotomy between the ministry and the community, I am not sure that there is one. There is certainly a wide variety of opinions.

[5:45]

**Mrs. Campbell:** I have received a lot of letters, of course, from many on this subject—the 150-bed facilities—and it is true that I have had letters urging my support. But I would say that of those urging support there are again two groups. One feels: "For goodness sake, don't stop this. We're not getting anything else going." And the other group feels that perhaps if you had a development of that kind built in the proper educational facilities that perhaps it could look after some of the intermediate cases.

So, in fairness to you, I say there are really three points of view that come through to me on this issue. It does seem to me that at some spot near the metropolitan area it would be advisable if we could get some sort of arrangement for a cottage-type development where there could be something central for services for those who are not really yet ready to go out into the community but who really don't need to be confined in an institutionalized setting. Has the minister given any consideration to that?

**Hon. Mr. Norton:** Yes, definitely, and I think there are a number of groups that we, as a community in the metropolitan area, have responsibility for. There's the group that you have identified. There are also a number of persons who are very severely and profoundly handicapped who are presently in areas outside this community because the facility doesn't exist here to meet their needs. I'm just working from recollection now—but I think there are something like 1300 or 1600 children or adults—I'm not sure of the precise figure—from the metropolitan area who are living in residential accommodation of various types outside the Metropolitan Toronto area, and there are a significant

number of handicapped residents at Huronia whose families are in the Toronto area.

The other thing that I don't want to preclude at this point in the provision of facilities—whether it be cottage-style or whatever—is that there be some core facility, as well, for moving some of those profoundly handicapped or more severely handicapped residents closer to their families in the Metropolitan Toronto area. The task force—whose report is in preparation or in transit at the moment—received some 350 submissions from individuals and groups within the community.

I don't know how they're broken down in terms of the recommendations with respect to approach but I would hope that from that process that there can be some bringing together of the disparity of opinion that exists to assist me in making the final decision. The other mechanism, of course, is the district working group which in many cases represents a spectrum of opinion as well.

**Mrs. Campbell:** Would you not believe that some of the district working groups have become somewhat disheartened in the last couple of years?

**Hon. Mr. Norton:** That has not been communicated to me. I'm prepared to believe almost anything.

**Mrs. Campbell:** Is there an answer from your ministry?

**Mr. Gordon:** They've only been in existence for a little over two years. During that time we've had our ups and downs with a number of them and there's no question that there is a very real concern because of the broad range of attitudes of people they're trying to serve and the kind of pressures that are brought on them to try and do so many different things in different ways.

**Mrs. Campbell:** Would you say that at no time has the ministry imposed itself upon the district working groups and their decisions?

**Mr. Gordon:** Indeed, we have on occasion. The whole understanding of the working group process was that they should be participating as an advisory group to the ministry. Each of them would be an advisor to the ministry for that district. The guarantee that was made to them was that in so far as was possible, no decision would be made without consulting them and without explaining fully what was being done. For obvious reasons, they are not autonomous in any given district because of the needs to equalize throughout the province.

One of the major problems we've had has been that our facility system was designed or

developed many, many years ago—and over a period of years—and it doesn't correspond to the structural existence of the districts. People in a place like Huronia come from a variety of areas. Our long-range goal is to see them moved into those areas from which they come and for the people in the district to be able to take responsibility for those people and to have more participation, particularly in the way in which they are looked after in the facilities.

This is a slow process, but we're making considerable headway. I believe the reduction in the last few years has been something like 1,400 people in the facilities. In that period of time we've also developed in the community a considerable number of places for people—almost 1,500 new places since 1975, for example. These are community places for accommodation, plus support programs to correspond with them.

We recognize that it's going to take a considerable period of time. I guess one of the other big problems we've faced has been the fact that when the new approach was announced, when it was identified through the Wilson report and, further, that there would be an effort to develop community-based programs. People's expectations were that this could be accomplished overnight, and this has, of course, not been the case.

**Mrs. Campbell:** I think this is one of the problems and, with respect, one of the real problems with this ministry, because if they're involved with the ministry or under its aegis, people are, in many cases, living in a state of desperation. Then the programs are announced and there is no substance, in many cases, to programs. People are just seeking some kind of relief, some kind of humanity; and they do become deeply discouraged when nothing happens.

Couldn't you, Mr. Minister, have gone to any of the communities in this province and spoken with the people about the needs that you see, and tried to work through this awful problem of zoning, itself, to try to enable to us to get in place the sort of service to people that we see is necessary? What initiative has been taken by this ministry?

**Hon. Mr. Norton:** In terms of my going to the communities across the province, my travels have been somewhat limited because of the time taken in dealing with the ministry in my first few months there and other matters that were occupying my time. I have spoken particularly with those who are directly involved in the associations for the mentally retarded across the province. I have



met fairly regularly with the Ontario executive. I also attended their annual convention in May, I believe, or June, and met with them at that time as well.

I have not yet had an opportunity to meet with municipal representatives and I think that that is something that I should do. In the community in which I live, I foresee a problem in terms of zoning, although it has not yet surfaced as it has in other communities. I have communicated with the officials of my community what my feelings are on the subject. I've said that if they don't take a look at the zoning bylaws with this in mind, they can anticipate there is going to be a problem, and probably very soon. I know that the local association is planning to make some moves in that direction.

I have made it very clear to them, both as a member of that community and also in my capacity of the provincial office that I hold at the present time, that I think it is incumbent upon them to do something now before the problem arises. Perhaps initially the avenue would be to meet with the PMLC and discuss that matter with them. I would certainly be quite happy to do that, at the earliest opportunity.

**Mrs. Campbell:** Can you tell me, has there been some change recently in the Oaklands situation?

**Hon. Mr. Norton:** Can you be more specific in terms of what situation you are referring to?

**Mrs. Campbell:** It seem that there is a recent move in that case which is causing some problems with those who are remaining and those who are leaving and what is going to happen to the facility.

**Hon. Mr. Norton:** I am sorry, I am not aware of the movement that you are referring to but—

**Mrs. Campbell:** You have been attempting—

**Hon. Mr. Norton:** If I am incorrect in assuming that I know what you are talking about, stop me.

There has been some concern expressed by parents and members of the board at Oaklands about the question of funding and staffing. Is that related to what you are talking about or not? It is.

**Mrs. Campbell:** Yes.

**Hon. Mr. Norton:** My understanding is that at the time that Oaklands was opened, there was an understanding with respect to level of staffing. That was, I believe, based upon the assumption of full occupancy. By early this year, I think, that level of staffing had been substantially exceeded. Then in June of

this year, following, I believe, a review with the people at Oaklands, there was an approval for an increased level of staffing over the originally agreed level, but less than the number at which they had exceeded the level of staffing without consultation.

So although there is a concern about reduction of staffing, it is a reduction to a level which already has been agreed to that exceeds the original level that had been agreed to. I think that it also has to be borne in mind that Oaklands is probably the most generously funded facility in the province.

**Mrs. Campbell:** It is not a fact then, I take it, that this will be simply a facility for the most difficult people with the greatest handicaps?

[6:00]

**Hon. Mr. Norton:** I might just point out that the approved level of funding at Oaklands at the present time, if you worked it out on a per diem cost, is \$69.23. The average in schedule 2 facilities in the province is \$52.43. In schedule 1, it is \$54.29. So they exceed very substantially the average level of funding in both schedule 2 and schedule 1 facilities in the province at the present time.

**Mrs. Campbell:** I am not going further in this. I'm looking forward to children's services.

**Mr. Chairman:** We've been given five minutes until recess.

**Mr. McClellan:** I'm not sure I can do very much in five minutes. Let me ask a question that may require some work, and the ministry can put the answer together overnight. In your response to—I guess it was to my leadoff or to one of Margaret's questions, I can't remember which—you addressed yourself to the missing MR money.

**Hon. Mr. Norton:** The missing MR money?

**Mr. McClellan:** I use that as a descriptive phrase. There were concerns expressed about the amount of money that the province had received from the federal government for developmental resources programming. That was raised, I guess, in the fall of 1975, and you gave an update in your response to the leadoff that you have received additional reimbursement from the federal government from 1974 to 1977-78 of \$123 million and that you have additional spending of \$119.6 million, leaving a shortfall of \$3.7 million, which you indicated would be spent on community programs. That's just by way of recapping. For the life of me I cannot add up \$119.6 million in additional community programming expenditure. I wondered if I could—

**Hon. Mr. Norton:** Sorry, what was that figure that you quoted?

**Mr. McClellan:** This was the additional spending on community programs which you cited on the first Tuesday of the estimate debates—\$119.6 million. This represents additional spending by Ontario on community programs for the mentally retarded between 1974 and 1977-78 and I would like to get a breakdown of that expenditure from you.

**Hon. Mr. Norton:** On an annual basis, you mean, or what kind of breakdown?

**Mr. McClellan:** On a program basis.

**Hon. Mr. Norton:** Program basis?

**Mr. McClellan:** Yes. I don't know what you've spent it on, and I'd like to have some understanding of where that \$119.6 million went.

**Hon. Mr. Norton:** Okay.

**Mr. McClellan:** Let me break off there, Mr. Chairman, and resume tomorrow.

**Mr. Chairman:** That's quite all right.

The committee adjourned at 6.03 p.m.

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### Ministry of Community and Social Services officials taking part:

Anderson, J. G., Assistant Deputy Minister, Social Resources  
 Crawford, L., Director, Senior Citizens Branch and Office on Aging  
 Crichton, P., Director, Rehabilitation Branch  
 Crittenden, Dr. D., Deputy Minister  
 Gordon, A., Assistant Deputy Minister, Developmental Resources  
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 Thomson, Judge George, Associate Deputy Minister, Children's Services









No. S-21

# Legislature of Ontario Debates

## Official Report (Hansard) Daily Edition

**Social Development Committee**

Estimates, Ministry of Community and Social Services



**First Session, 31st Parliament**

Wednesday, November 2, 1977

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, Q.C.

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## LEGISLATURE OF ONTARIO

WEDNESDAY, NOVEMBER 2, 1977

The committee met at 2:06 p.m.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2803, developmental resources program:

**Hon. Mr. Norton:** First of all, perhaps I might say that it certainly does pay to read the press. I found yesterday afternoon very interesting. I must have been dozing because according to a news story, while I was dozing yesterday, you passed a section of our estimates approving an expenditure of \$853 million for Children's Aid Societies, residential care for children, day-nursery services and programs of vocational rehabilitation.

**Mr. McClellan:** What are you reading from?

**Hon. Mr. Norton:** A CP wire story.

**Mr. McClellan:** You do have trouble with CP wire stories, don't you?

**Hon. Mr. Norton:** I just wanted to thank you. If I had dozed a little longer we might have been finished.

**Mrs. Campbell:** You know perfectly well that that is an error.

**Hon. Mr. Norton:** Yes. I assumed that it might have been.

**Mrs. Campbell:** Yes. No way.

**Mr. McClellan:** Before you begin your response to the question of the expenditure of the \$119 million, do you have a written submission to present?

**Hon. Mr. Norton:** I have a schedule which I will hand out, when I comment on that.

**Mr. McClellan:** Could we have it while you are making your comments? It would make it a little bit easier for us.

**Hon. Mr. Norton:** When I get to that, certainly we will hand it out.

First of all, in response to Mrs. Campbell's question, I indicated earlier I was awaiting an opinion from the Attorney General's office and I have received it, dated yesterday. The opinion, which I have been given, expresses great concern about my responding to any of the questions that you have raised at this time because of the status

of the investigation which is under way, as we are all aware of. In view of the opinion, I must indicate that I would not be prepared to answer those questions now.

**Mrs. Campbell:** Mr. Chairman, I would want to respond to that. I think you have to recognize the fact that what we have been doing is trying to elicit information in a certain specific area. There were no implications from our caucus of any wrongdoing by somebody else. The thrust of our questions was that we believe the government owed us the facts. I don't understand. There are one or two questions I have gone over and I can concur, and would be quite prepared to concur, that those questions could be deemed to be embarrassing, if discussed here.

But there are other questions which just go to the root of your operation. I cannot, of course, force the minister to do anything, but I do protest as strongly as possible that your ministry is telling me today that to discuss the way in which you arrived at financing for various agencies cannot be discussed. I do take exception to that because, in my opinion, what you do is what we are concerned about, not what somebody else does.

**Hon. Mr. Norton:** I obviously am not personally aware in detail of the investigation that is underway. For that reason, I think it is necessary that I rely upon the opinion that I have been given by persons who are familiar with that, and the expression in the opinion that there is concern that answering the questions might work to the detriment of the investigation and the prejudice of the parties concerned. I think I have to abide by that at this time.

**Mrs. Campbell:** I cannot quarrel with your position, the position of the minister, Mr. Chairman. It would be futile to seek a legal opinion and then not abide by it as a member of the ministry, as a minister. But I can tell you, when we go back to 1974, trying to get just simple facts and now, in 1977, we are nowhere close to getting those facts, I just want to be on record that I sincerely hope that freedom of information will come into effect in this province. You have people in your ministry now who have just stonewalled from 1974, and they are getting away with it. I don't normally use that kind of language,

but I really feel that strongly and I have to put it as strongly as possible.

**Hon. Mr. Norton:** For what it is worth, and I am sure it is not much consolation, I can assure you that had the opinion not expressed the concerns it did, I was prepared to share with you what information I had. I must say I did not have full information at this point with respect to all of your questions, but I think, given the opinion on a matter with which I am not personally familiar, I must abide by that.

**Mrs. Campbell:** I cannot quarrel with you personally and I do quarrel with the government.

**Mr. McClellan:** Would you be prepared to share with us?

**Mrs. Campbell:** Yes, I would like to see the rationale for the opinion.

**Hon. Mr. Norton:** I presume there is nothing wrong with my sharing the legal opinion even though it is between, I suppose, solicitor and client. It is up to me, I presume to make that determination. I don't have any additional copies with me today.

**Mrs. Campbell:** I thought the Attorney General was the attorney general of the province and not of just the government side.

**Mr. McClellan:** If I may, it has been the practice in the select committee on the Ombudsman to make available legal opinions from the Attorney General's office to the committee. It seems to be a normal kind of practice.

**Hon. Mr. Norton:** As I say, I don't have any additional copies with me today, but I will try to do that either before Monday or not later than Monday, which I presume will be the next day we sit.

**Mr. McClellan:** Before you start, may I have a copy of it so I can follow along with you?

**Mrs. Campbell:** And may I?

**Hon. Mr. Norton:** Yes, there should be copies for each member of the committee.

Perhaps at the outset, I would like to indicate that although we are dealing here with the transfer of moneys from the federal government to the province, with respect to the mental retardation programs, I do want to emphasize that the figures we are dealing with are not the total expenditures in the area of mental retardation. During the period from 1974 to this fiscal year, the total amount of reimbursement is \$123,267,679.

The accumulated additional amount spent on mental retardation programs over that same period of time, that is, not including the base figure from which we are working

each year, taking 1973-74 as the base, has been \$257,428,041—in other words, almost exactly or very close to double the amount that was received in transfer payments.

I am just trying to make the point that, the figures that I am discussing today are not the total expenditures in that period of time on MR (mental retardation) nor are they the total increased over the base figure each year. Is what I am trying to express clear?

[2.15]

**Mr. McClellan:** I understand the figures. I'd like to proceed, if I may.

**Hon. Mr. Norton:** Perhaps I could just briefly outline the sheet you have before you.

**Mr. McClellan:** It's quite clear.

**Hon. Mr. Norton:** If I may, I want to emphasize that the additional reimbursement has been stated generously in these figures and the additional expenditures have been stated conservatively. The additional reimbursement is calculated by including all reimbursement from the federal government, including the reimbursement received with respect to programs we always had in this ministry, including homes for retarded persons and sheltered workshops, not just the facilities that were transferred from Health and the new community programs we have developed around this community program that already existed. If we were to include only the additional reimbursement picked up as a result of the transfer of facilities from Health, our accumulated reimbursement would be \$11.1 million less, or only \$112.2 million.

When we're looking at the additional expenditures, on the other hand, they were treated conservatively by including only the community program. That excludes all of the additional programs and the improvements developed in the schedule one facilities. The reason this additional developmental programming expenditure was excluded was the difficulty we anticipated in costing it. If the total additional spending in the whole retardation program were used, we would have indicated accumulated additional spending of \$257.4 million, compared to the \$123.3 million in additional reimbursement.

**Mr. McClellan:** I am dismayed. I want to explain why, to you, Mr. Chairman, and the committee.

The question of the use of the additional expenditures was raised originally by my leader when he wrote to the then minister, Mr. Taylor, in the fall of 1975 for an accounting of the funds. He was advised—I don't have the exact Hansards but I believe



the figures were as follows—that you had received something in the order of \$50 million and had spent something in the order of \$15 million. Let's not quibble about the exact amounts. The question was what had happened to the additional moneys you had received by way of reimbursement. It was learned that they had gone into general revenue and would be there earmarked for expenditure as the programs were developed and you were ready to spend them. Mr. Taylor said very clearly and unequivocally that he would not spend them until the programs were in place to spend. That's by way of background.

I asked the question because I had a confusion around why you had listed schedule two facilities as community programs and now I guess I understand. You have been receiving federal money under the Canada Assistance Plan for schedule two facilities. Out of a total of \$119 million, you have spent \$55.2 million on schedule two facilities. That is an institutional expense. You have spent money that you received under the Canada Assistance Plan, ostensibly for community programming, on institutional care. As far as I'm concerned, in accordance with my understanding of the Canada Assistance Plan and what Canada Assistance Plan money is available for, that is a misappropriation of funds.

The Canada Assistance Plan legislation does not exist to provide funding for institutions. I don't have to remind the committee that schedule two facilities were originally schedule two facilities under the Mental Health Act run by the Ministry of Health. They were paid for 100 per cent by the province of Ontario and they were seen then as institutions. Moving them into the Ministry of Community and Social Services and calling them something else does not negate the fact that they are still institutions and that the people who are in those facilities are in receipt of institutional care.

This government has taken money from the federal government on the grounds that it was expanding community programming for the retarded and has ploughed that money back into institutions. I say that it is a political hoax that has been perpetrated on the people of this province and, as far as I am concerned, it amounts to a major piece of duplicity on the part of this government with respect to the receipt and expenditure of funds.

It goes back to what I was saying in my leadoff, that a covert objective of this whole exercise has been to preserve an institutional role and that you have an institutional bias.

Nothing illustrates it more clearly or more damningly than the fact that you have taken money that was supposed to be used to develop and expand community facilities, to develop mental and residential support services, and ploughed that money back into institutions.

Then you have the gall to come before us in these estimates and present institutional programming and institutional budgeting as though it was community programming and community budgeting. It really is disgusting. I cannot find any other terms to use for it.

I cited clear evidence in my leadoff statement around serious distortions in the program; that there had been major gaps in the development of what Williston was calling the totality of support services for families. The result of those gaps, shortfalls and distortions has been an increase of kids going into CAS protection unnecessarily. We see the final results of that distortion in service, and in the development of what we had thought you were about, in the proposals for three mini-institutions for Metropolitan Toronto.

It is related to this. You have misused your funds and I don't understand why you would do this. I am genuinely bewildered that you would misuse funds in such a major kind of way. Maybe you would like to respond to that, because I do have a number of other items that I want to cover, but this seems to be enormously distressing.

**Hon. Mr. Norton:** Yes, I would like to respond briefly and then perhaps some of the members of the staff could respond in somewhat more detail.

It appears that there are a number of errors in some of your basic assumptions about the funding, first of all. But I think I will leave the details of that to the staff.

I would first of all comment on the schedule two facilities. As you are aware, the facilities are community-based facilities operated by a community board. A good deal of the money that has been spent on those facilities over the last few years has been spent in the development of developmental programs with a view to developing those centres as resource centres in the province, wherever possible.

I think the concept of having a comprehensive system of services for the developmentally handicapped in this province, without having resource centres of some description, is almost unthinkable. I think we would have been irresponsible had we not sought to develop some of these facilities, with a view to fulfilling that role in the province.



I think that your assumptions with respect to schedule two facilities are in error.

**Mr. McClellan:** Those facilities existed previously; you have simply picked up the tab, using federal money.

**Hon. Mr. Norton:** Some of them did exist previously but we have been trying to develop a new role for them in this province. As a matter of fact it is only this year that we have made a small but previously schedule one facility into a schedule two and amalgamated with an existing community resource as a resource centre for eastern Ontario.

I don't know when you were last in any of either our schedule one or schedule two facilities. Certainly in your earlier discussions on Huronia you indicated it had been some time. I think you would find a very substantial difference in the kinds of services available through those facilities. If you have an opportunity to visit them again and update your concept of what, in fact, is going on in some of these facilities.

**Mr. McClellan:** You can justify institutional care until you're blue in the face—that is not normal community living for the mentally retarded.

**Hon. Mr. Norton:** I think you must bear in mind that for some residents of our facilities, before they are in a position, in many cases, to re-enter the community, a normalization process, putting it another way, must begin. To suggest there is some way of miraculously returning persons to the community without a developmental program is really very naive.

In fact, during this period of time there's been a very substantial reduction in the number of persons in facilities. I would also point out that in terms of the numbers served in the community, the numbers have gone up quite dramatically. I don't have the reductions in numbers at my fingertips at the moment.

**Mr. McClellan:** You say you achieved an overall net reduction in schedule one facilities of approximately 300 this year in the program book, with some 200 being placed in alternative community accommodation. I don't know what happened to the other 100. Did they evaporate?

You have revised your own goals substantially and I dealt with that in the leadoff. You have expressed dismay and disappointment at the failure to achieve targets and goals that you had set for yourselves. I attribute that very basically and fundamentally to your failure to place enough emphasis in terms of priorities and resources on the

development of what Williston again, for the sake of shorthand, referred to as the totality of support services and, secondly, because of inadequacies in the legislation that governs the establishment of community living residential facilities under the Homes for Retarded Persons Act.

**Hon. Mr. Norton:** Perhaps just before we go any further I'd like Mr. Gordon to address himself to this before your assumptions go any further with respect to funding. Maybe he can clarify that for you.

**Mr. Gordon:** The basic problem that you're facing—do you wish to speak on the funding?

**Dr. Crittenden:** I want to speak on the funding.

**Mr. Gordon:** Okay. Then would you do that because I wanted to follow up on that return program term because it is a basic misunderstanding, obviously, of the funding which we received for this program.

**Dr. Crittenden:** That's right.

**Mr. McClellan,** I really take exception to your comments that we have claimed money inappropriately under CAP. To start with, this province is the only province that has never had hold-back because we are meticulous about our claims to Ottawa. We have claimed under the Canada Assistance Plan and abided by the terms of the agreement, and at no time have we misappropriated funds claimed under that agreement for anything other than the legitimate and legal.

**Mr. McClellan:** I've never seen money for institutions in any material from CAP that I've ever looked at.

**Hon. Mr. Norton:** Do you know the basis on which this money is claimed? You answer that.

**Mr. McClellan:** I assume it's claimed as community programming.

[2:30]

**Mr. Gordon:** The money is claimed because in 1974 it was agreed that under the Canada Assistance Program this province could claim for adults in our adult mental retardation institutions, that is the schedule one facilities primarily, although there are a few in schedule two.

**Mr. McClellan:** That's income maintenance.

**Mr. Gordon:** That's where the money is. That's the money you're talking about. It's claimed against those for whom the province was paying 100 per cent prior to 1974. It is claimed only after the province has expended all that money and puts in its claims because these people legitimately need benefits from this program.

**Mr. McClellan:** Is the \$55 million totally income maintenance rebates?

**Mr. Gordon:** That is exactly correct. That money has been claimed on behalf of adults in our facilities. The money that has been misunderstood since that time has been based on the fact by claiming this, which the province heretofore had not done, a commitment was made by the Premier (Mr. Davis) there would be an expansion of programs for the mentally retarded in this province. In expanding that program, in order to allay the concerns of the people who felt that perhaps it might just go into general revenue and might reduce the expenditure currently being spent, that is in 1974, it was decided would be used as an add-on. The Premier made that assurance. Since that time, the province has spent, as the minister has indicated, some \$257 million more than it was spending in 1974 and has claimed, on behalf of those adults residing in our facilities, \$123 million.

**Mr. McClellan:** But that doesn't add up. I understand this and I'm quite happy to be proved incorrect, you're saying the total \$55 million for schedule two facilities is made up of transfer payments to cover income security?

**Mr. Gordon:** I'm afraid you're incorrect in that. The pages you have shown are the expenditures. You asked for specific expenditures in specific programs in the community program area since 1973-74. That is the table which we've given you.

**Mr. McClellan:** Right, and the total for schedule two is \$55 million.

**Mr. Gordon:** Pardon? Well, that's an accumulative total, over that period, of money spent in schedule two.

**Mr. McClellan:** Right.

**Mr. Gordon:** We've made very few claims. We've only made a very few claims for the few adults there.

I'm afraid you're perhaps confused about the way in which the budgeting is carried on.

**Mr. McClellan:** I may well be but you're not helping me.

**Mr. Gordon:** The base figure, you see, is \$55 million, in addition to that which was expended as of 1973-74. In other words, the base figure was taken for the whole expenditure. There's one other point that I think needs to be emphasized at this point in time.

**Mr. McClellan:** That doesn't make sense. Just so I can state my own confusion—if it is confusion, and I don't think it is—the accumulative total which goes back to 1973—

**Hon. Mr. Norton:** Are you looking at the sheet?

**Mr. McClellan:** I'm looking at the sheet you gave me—the accumulative total that goes back to 1973-74 for schedule two facilities totals \$55.2 million. Assuming we make some adjustments, lopping off 1973-74 your total expenditure on schedule two facilities over that period of time balances out and equates equally with the amount of money you're claiming in reimbursement from the federal government.

**Mr. Gordon:** There is no direct relationship. The reimbursement from the federal government is based on claims for adults in our institutions who are eligible under income security.

**Mr. McClellan:** But it says here, "schedule two facilities."

**Mr. Gordon:** The title says, "Cumulative Expenditures Above the Base of 1973-74 in Community Programs." In 1973-74, on community programs, we spent \$12,499,131. That is the base.

**Mr. McClellan:** Right.

**Mr. Gordon:** In addition to that \$12 million, then, we spent \$18 million the next year, an additional \$32 million the next year, \$43 million the next year and an estimated \$75 million this year.

**Mr. McClellan:** I'm just talking about schedule two. The base is 5.0 in 1973-74.

**Mr. Gordon:** That's right.

**Mr. McClellan:** —and then we move on from that, and we end up with a cumulative total for schedule two facilities of \$55.2 million on the third line down, farthest to the left.

**Mr. Gordon:** Over the base of expenditures.

**Mr. McClellan:** Yes, over the base.

**Mr. Gordon:** So we've increased our expenditures.

**Mr. McClellan:** Right. I understand that. You've increased your expenditures. My understanding of this material in relation to the program resource book is that you are claiming all of the additional expenditures for schedule two facilities have been paid out of the \$119.5 million that you've received from the federal government. I'm saying that that is a misrepresentation of funds because there aren't that many adults in schedule two facilities that you would be able to arrive at a total of \$55.2 million out of the transfer payments for income securities.

**Hon. Mr. Norton:** Are you objecting then to the fact that the funds have been claimed under this, and given the commitment that the



Premier made, might also be spent on children who are in those facilities? I'm not sure what your argument is.

**Mr. McClellan:** What I'm saying is that you should have applied federal dollars that were given for community programs to your institutions. You should have put that money into the development of non-institutional alternatives, into community support services for families in the community and into development services.

**Hon. Mr. Norton:** We may differ in your definition and mine as to the longer-term developmental purposes of schedule two facilities.

**Mr. McClellan:** Institutional care is institutional care, no matter how you cut it. It was institutional care when they were in the Ministry of Health and it's institutional care today. For you to claim that that \$55 million is community program money is a lot of bunk.

**Mr. Gordon:** In the period 1974-75, we spent \$102 million on expenditures in schedule one. Primarily, that is the base upon which the rebate was claimed from Ottawa. Each year since, the major source of the refund has been on the basis of adults in the schedule one facilities. We have spent, for example, in 1977-78, \$133 million and some estimate in that regard. That is where we've claimed it and that money has been spent there.

**Mr. McClellan:** I know you've spent the money. You haven't spent it on community programs, that's the only point I'm making.

**Mr. Gordon:** As to the expansion in the total, to use Mr. Williston's words, which you've quoted at least twice: "To provide a totality of service we have attempted to develop a unified, co-ordinated, effective service for all retarded people in this province."

That's why we've always been a little reluctant to get into the numbers game of talking about claims from Ottawa. The claim from Ottawa was based on money which had already been expended by the province. That's legitimate and has been done appropriately ever since.

The expansion of funds, as we showed, has far exceeded any funds we've received from Ottawa on behalf of the retarded to the tune of two to one. Consequently, if we're going to build a totality of programs and services, we feel very keenly—and we don't think it's a change in policy to say we feel very keenly—that among the services provided, such as the kind Mrs. Campbell was speaking about yesterday—to adults who didn't get educational programs in the facilities—it's just as

appropriate to expend our resources in a co-ordinated fashion to try to develop a program for them and to continue with the expansion.

The fact that the expenditures in the actual community program part of it are small at the outset is obvious, because they're starting from zero and have to grow. You know about the problems related to that. The fact that the expenditures have been misused, though, is incorrect. The expenditures were already made on behalf of adults in schedule one primarily, except for this year—391 schedule two residents or adults—so we would have claimed for them as well.

**Mr. McClellan:** I put a different interpretation on it, going back to what Mr. Taylor said in response to the original question: what happened to the \$50 million? Mr. Taylor said, "We're not ready yet to spend that money because the programs are not in place to expend that money." You found yourselves in the embarrassing position of receiving federal dollars more quickly than you were developing community programs and so you ploughed the money into your institutions.

That is my interpretation of it and I say again, as far as I'm concerned, it is simply reprehensible. I think I am correct. I believe I am correct that you failed to develop your community programming, and you were stuck with a surplus of federal cash that you had been running around the province saying was going to be put into community programming, and you ploughed it into your institutions.

**Hon. Mr. Norton:** Just one final comment: If you are correct, and we had a surplus of federal cash, I'm not sure why we spent double that amount in provincial funds in order to expand the programs.

**Mr. McClellan:** It goes back to what Mr. Taylor said originally.

**Hon. Mr. Norton:** It doesn't make any sense the way you have portrayed it.

**Mr. McClellan:** It makes a lot of sense the way I have portrayed it.

**Hon. Mr. Norton:** I might just point out as well that in the past year, including the current estimates, that the expenditures on facilities services have declined absolutely and the expenditures on community programs have almost doubled in one fiscal year.

**Mr. McClellan:** What are you referring to? Schedule one facilities?

**Hon. Mr. Norton:** Yes, I believe so.

**Mr. McClellan:** They declined because you redesignated the Penrose Centre as a schedule two facility. That's why they declined.



**Hon. Mr. Norton:** Yes, but even if that had not happened—

**Mr. McClellan:** You keep calling things by different names, and then say you're cutting expenditures.

**Hon. Mr. Norton:** I would point out that that transfer did not take place at the beginning of the fiscal year. I would also point out that even if you were to include that, it would still have been, I suppose, a straight line level of funding with no allowance for inflation or anything else. That's even if you did include the full amount of the Penrose expenditure.

**Mr. McClellan:** Let's talk about a number of other items as well. You keep justifying your reliance on schedule two facilities on the many institutions. We're in a state of real turmoil in Metropolitan Toronto because of the proposal to build three mini-institutions in Metro Toronto. We've looked at, in the leadoff, the statements from Metro Children's Aid about the problems that have been created because of the failure to develop Williston's totality of support services and, secondly, because of inadequacies in the legislation that permit the establishment of community living residential alternatives to institutions.

I just want to put on the record the opposition of the Ontario Association for the Mentally Retarded to the mini-institution program. They have written to us. It's quite a lengthy piece of correspondence and I won't quote the whole thing, but some of it needs to be quoted. They say, "The failure of government to follow through on its promised new policy," that is to say, the community living policy, "has been a continuing source of frustration to associations for the mentally retarded. Many have had to cope with seemingly endless series of obstacles as they have attempted to implement the services Mr. Brunelle described.

"Meanwhile, associations for the mentally retarded have looked on with shock at the opening of three new institutions at Oakville, Timmins and Goderich since Mr. Brunelle's announcement. Each time, so far, the government has dismissed the abandonment of its own policy by pointing out the availability of buildings. Abandoned psychiatric hospitals would provide transitional accommodation and relieve overcrowding in facilities where community programs were being developed"—the line that you just finished taking about five minutes ago.

"The recent proposal to build a totally new institution in Etobicoke is a denial of the stated government policy. This move cannot be excused because of the availability of

empty, cast-off buildings. Construction of a new building at a cost of several million dollars is clearly and unmistakably a direct contradiction of the promises of 1973 and 1975." That's from the president, Marjorie McPherson, of the Ontario Association for the Mentally Retarded. I've had expressions of dismay as well from the Metro association.

I want to suggest to you we have reached a point in time where we can't just go on carving out an ever-increasing role for institutions in your program. If you continue to do this, you are thwarting, denying and making impossible the achievement of the goals and objectives, the dreams and hopes and aspirations of very many people, which were stated by you as government policy in 1973 and 1975.

[2:45]

At this point, Mr. Minister, if I may, I want to make a number of specific proposals to you to try to get your program back on the rails. I don't think it is sufficient to be critical and entirely negative on this thing, because I believe very deeply in this program. I think that you are four-square on the right track—at least Williston was, and to the extent that you embraced Williston's principles of normal community living for the retarded, you were right on base. It would be a real tragedy in this province if you failed to follow through, if you abandoned that commitment that you seemed to have made and now start to rely more and more on institutional care.

Let me suggest seven fairly specific and concrete pieces of action that you can take at this time to try to get away from your increasing reliance on institutional models, including mini-institutions, and back to where Williston was directing us.

First, you can amend the Homes for Retarded Persons Act so that 100 per cent of capital funding is available for family-sized community residences. You will understand that the present 80 per cent funding is a substantial barrier to the development of community alternatives to institutions.

Second, you can amend the Homes for Retarded Persons Act to provide 100 per cent operating subsidy for children. I cited, in the Children's Aid Society study, their observation that the 20 per cent fee that children have to pay for Homes for Retarded Persons Act accommodation represents an insuperable barrier to many parents; they simply cannot afford it. You should pay full costs for children's residential facilities.

Third, you should introduce provincial legislation that will guarantee the right of community living to specified special-need groups.

Fourth, you should give immediate top priority, matched by dollars, to the development of adequate family support services, especially crisis relief and parent relief, because until the totality of support services that Williston was talking about is developed, the only options that are open to parents are institutional care or Children's Aid Society custody for their kids.

Fifth, you should implement through legislation the Williston recommendation for direct financial assistance to parents in order to pay for the additional expenses incurred in keeping their retarded children—not on the current ad hoc charity base that you are operating now, which I and Walter Williston are both characterizing as grossly inadequate, but as a matter of right through legislation and on the basis of adequacy.

Sixth, I think we have to move to regional self-sufficiency—the kind of regional self-sufficiency that Williston was talking about—and replace the increasingly demoralized advisory district working groups with something else. Even if you do it on a pilot project basis, it is still worth doing. Instead of the district working group, you should establish some kind of community service board which would be empowered to receive block funding and establish, within provincial policy guidelines and standards, its own service priorities.

A community service board would have the capacity, the power, the authority and the responsibility to determine the appropriate mix of services, residential support and developmental for their own communities and to allocate funds themselves to establish the services. One of the pilot project areas for a community service board, I want to suggest to you, ought to be Metropolitan Toronto. That leads me to my final point.

As a positive alternative to the three mini-institutions that you have offered—if that is the word—to Metropolitan Toronto, a pilot Metro community service board should act on the recent proposal of the Metropolitan Toronto Association for the Mentally Retarded to establish, as an alternative, 17 group homes or small residential facilities, which would have the same bed capacity as the facility that is being proposed in Etobicoke to provide community living facilities for the retarded within Metropolitan Toronto. I offer this program to you as a way of turning around what seems to be an overwhelming drift back to reliance on institutional care.

Let me in closing this section of my remarks, just deal with this Etobicoke facility. I don't know, Mr. Chairman, if members of

the committee are familiar with the actual site. It is at the corner of Highway 27 and Rexdale Boulevard. Across Rexdale Boulevard is the racetrack. Adjacent to the site is a motel. Adjacent at another angle is Humber College. Across Highway 27 is a site of land reserved for an industrial complex. It is a 30-acre site located within an institutional ghetto, surrounded by major traffic arteries, one of which is Highway 27.

If anybody up at the head table wants to tell me that's an appropriate site for a facility to provide community living for the retarded, I'd be interested to hear them do it. Because as far as I'm concerned, it's an industrial site that has no business being offered as potential accommodation for the retarded. That is the concern that has been raised by the leadership in the movement on behalf of retarded people. I understand the anguish, finally, of people with retarded kids in this city who are saying, "For God's sake, build a mini-institution."

I understand their anguish, because they are presented with what amounts to a kind of blackmail. You can either have a mini-institution on an industrial site a million miles from nowhere next to a highway, or you can send your kids to Orillia. That's the choice that's offered, because there's nothing else.

Of course, people in that kind of a desperate, no-win situation will say, some of them, "Yes, my God, it's better at least to have the kids here in Toronto than to have to go 80 or 90 miles to Orillia to see them." But that's the range of alternatives that is open to you. It's not good enough. It's simply not good enough.

There are proposals offering alternatives and there are ways to go about trying to do something better for retarded kids in this city. I don't know why it is that Metro has got the short end of the stick, in some respects, on the developmental resources deal. But it's about time that was turned around and I hope the seven suggestions I've made to you will be studied and not rejected out of hand. Possibly somewhere in them is a way out of the impasse we're in right now.

Hon. Mr. Norton: Could I respond briefly to some of your points, perhaps picking up on your last one first? That is not the full range of alternatives we offer, nor is it the full range of alternatives we intend to offer.

I think it's important for you to understand that for a number of years now we have had available far more funds to the Metropolitan Toronto area than they were able to utilize and put into place in residential group-home-type accommodation for the mentally retarded.



**Mr. McClellan:** That's why I suggested a new structure.

**Hon. Mr. Norton:** I don't think it is a structural problem, particularly.

**Mr. McClellan:** Sure it is.

**Hon. Mr. Norton:** Certainly not entirely. If you're aware of specific structural problems we can address ourselves to, we'd be all too happy to do so. But there are other complications of which I'm sure you're aware.

Your repeated reference to three mini-institutions, I think that is your expression, relates to a matter that was certainly discussed quite some time ago. It does not relate to any decision that has been made by this ministry.

As I've indicated earlier, although I have not yet received the report from the task force, it's my understanding I will be receiving it shortly. They have my conversations with the OAMR and the MTAMR—and I have met with representatives of their groups, particularly the members of the executive, on numerous occasions since I have been in this ministry.

I am aware of their concerns, and they are aware of the problems that we are dealing with. Their total, as I understand it, of 338 submissions that have been received, comes from families and from people living in the community who have mentally retarded children, from professionals and from associations throughout this area although I have not received the final recommendations, it is interesting to note that of the 338, over half favoured proceeding with the facility. That does not necessarily mean that those are going to be the recommendations of the task force, nor does it mean that it will be my decision.

I certainly don't agree with your suggestion of "blackmail". It ignores my communication with the OAMR, and it ignores totally my address to the annual meeting of the OAMR in Niagara Falls this year, in which I made it very clear that our minds were open and we were considering the matter, without any prejudged position.

**Mr. McClellan:** You are ignoring the opposition, you are citing yourself.

**Hon. Mr. Norton:** Your suggestion that we are proceeding without consultation, or that we have a prejudged position, I think is both unfair and ill-informed.

You did touch upon the matter that we have had under some consideration, although perhaps not using the same terminology. That is with respect to our role in perhaps taking a more direct part in the establishment of group home facilities within the community.

That is something that we have under consideration. In some cases we would perhaps, initially at least, operate those as group homes in the community, under some management relationship with other facilities.

**Mr. McClellan:** That is not what I was talking about when I was talking about regional self-sufficiency.

**Hon. Mr. Norton:** No, but you were also talking about the need for additional group home facilities in the communities and that is what I am talking about. That is part of the development of any regional self-sufficiency.

Our goal is regional self-sufficiency and we are closer to moving in that direction in eastern Ontario, just by coincidence because of the amalgamation that has taken place there of a formerly schedule one facility with another community facility under a local board. We are working with that board now, with the district working groups, to try to revise the association between the district working groups, or to develop some association between them, throughout that area of the province, so that they can act in a co-ordinated capacity in relationship to the resource facility.

We are moving in that direction. It is not something that can be done overnight. There are many interests involved and many forces in the community—

**Mr. McClellan:** You have been talking about this for six years.

**Hon. Mr. Norton:** —that, in some cases, are resistant to it. When we in this ministry became responsible for the programs of the mentally retarded in 1974, we were serving 9,353 persons, most of whom were resident in institutional settings. In fact, all of those were in either schedule one or schedule two facilities. About 1,000 of those were not. At the present time we are directly serving over 22,000 persons under our programs. If you take that on a broader basis of the support programs and training programs, day nurseries, and so on, now available for the mentally retarded, we are serving in total approximately 75,000 mentally retarded in this province.

[3:00]

I would point out that in that period of time the population in institutional settings has declined, rather than increased. To say we have not done anything ignores the facts. I think you have to put your statements in perspective.

I appreciate that you feel we ought to be moving more quickly, but I think the facts



indicate we have moved pretty quickly considering it has been three years.

**Mr. G. I. Miller:** How many are in institutions now?

**Hon. Mr. Norton:** Just about 7,000. A little over 7,000.

**Mr. G. I. Miller:** That is a drop from 9,353 in 1974?

**Hon. Mr. Norton:** In 1974-75, in schedule one facilities, there were 7,262 residents. In schedule two facilities, there were 763 persons; in 1977-78 in schedule one facilities, 6,798; in schedule two facilities, 901 residents.

**Mr. McClellan:** One of the things that would be useful to have is a breakdown—I should have asked for this earlier—of where people have gone from schedule one and schedule two facilities. One of the things that concerns me is how many folks have gone into homes for special care. Do you have any idea?

**Hon. Mr. Norton:** Do you know whether Dr. Farmer has specific figures on that?

**Dr. Farmer:** I cannot specifically answer on the numbers going into homes for special care. I think it is interesting and important to note one specific statistic that not too many years ago there were about 2,400 individuals in the psychiatric hospitals system with a primary diagnosis of mental retardation.

For all intents and purposes, most of those 2,400 had been moved into our system. Some have been moved back out into some sort of community living since 1974.

While the total number of people in schedule one and schedule two facilities has remained roughly the same—in fact, in the case of schedule one it has gone down by about 500—the number of people who have been moved into the system, and therefore, moved out, has been about 1,500 or about 250 to 300 a year.

**Mr. McClellan:** I am not interested in playing the numbers game around how many people have been moved out of schedule one or schedule two facilities. I don't think that is a relevant criterion. I think the criterion, at this point, has to be the development of community support services.

If that is your only criterion, getting people out of the institutions, and I am not saying it is, I just don't want to leave you with the impression that I can be satisfied by you rattling off a bunch of statistics about decreasing institutional populations.

**Hon. Mr. Norton:** But we cannot ignore the fact that we are serving far more people

and most of those people are in the community.

**Mr. McClellan:** And we have something like the CAS study which presents an alternate view and it does not give any grounds for complacency. I have a statement here from one administrator who says he was required by the ministry, under threat of loss of his position, to meet specific population reduction objectives established by the ministry.

**Hon. Mr. Norton:** Who is this?

**Mr. McClellan:** That was the statement of the writ served by Mr. Blakeman. I don't intend to discuss that because it is sub judice but it's an interesting statement that he makes there, and I hope it isn't true any more that you are directing people to move people out on threat of loss of position to meet some quota of institutional reduction. It would be a horrendous situation if you were doing that regardless of the development of the capacity of communities to receive people on any kind of an adequate basis. I suspect, from what Mr. Blakeman said, that was what you were doing.

The Supreme Court will eventually decide, I suppose, whether he was right or not. Then it will hit the fan. We can't really talk about it, or a number of other things that are in that writ, until it has been disposed of by the Supreme Court. If you haven't read the writ—and I'm sure you have—

**Hon. Mr. Norton:** Yes.

**Mr. McClellan:** You have read the writ?

**Hon. Mr. Norton:** I'm familiar with the situation. I agree; I don't wish to comment on it at the present time.

**Mr. McClellan:** It gives pause for thought if his allegations are substantiated. And we won't comment on it any further until it's been disposed of; and then we will, believe me.

I'm conscious of the time and, for Margaret's benefit, I want to finish up this section by 3:30 and then she can have the floor for as long as she needs.

**Mrs. Campbell:** Thanks a lot!

**Mr. Chairman:** Mr. Miller, you were next?

**Mr. McClellan:** No, I'm not finished, Mr. Chairman.

**Mr. Chairman:** Are you satisfied?

**Mr. McClellan:** What do you mean? I didn't even get on yesterday, Mr. Chairman.

**Mr. Chairman:** But I thought he might want to ask a question in this area.

**Mr. McClellan:** While I have the floor, I'd like to go through and conclude my section on developmental resources.

**Hon. Mr. Norton:** For the sake of making sure there are no delays, do you mean you will be ready to move on to children's services at 3:30?

**Mr. McClellan:** Unless Margaret has some comments.

**Hon. Mr. Norton:** I just want to make sure that the staff are available if this is the case.

**Mrs. Campbell:** I'm moving to children's services.

**Mr. McClellan:** We're all anxious to get on to children's services.

**Mr. G. I. Miller:** I have some points I would like clarified by the minister.

**Hon. Mr. Norton:** I didn't mean to curtail you; I just wanted to make sure that we didn't delay you by not having staff available at that time.

**Mrs. Campbell:** If the staff isn't available this afternoon, Mr. Minister, there will be an outcry.

**Hon. Mr. Norton:** I'm sure. They'll hear you all the way up to St. Clair.

**Mrs. Campbell:** They will indeed. And down to city hall.

**Mr. Chairman:** Go ahead, Mr. McClellan.

**Mr. McClellan:** Thank you, Mr. Chairman. I have an enormous amount of material and yet I do want us to get on to children's services.

Mr. Minister, I want to ask you about one of the things that you had stated as one of your accomplishments for the year, being the establishment of guidelines for the use of behaviour modification therapy within your facilities. I really want to raise a concern about that.

I have a document that was sent to me. I'm not sure whether it is the most recent guidelines. It's a sloppy xeroxing job; one page trails off the bottom—it came in a brown paper envelope. It's called, "Interim Guidelines for the Use of Behaviour Modification," and it has a stamped date of February 9, 1977. I assume this is the document that you did develop.

I was particularly concerned about—leaving aside some of the lunacies in the thing—for example, advising people that "cigarettes should not be provided as reinforcers for recipients who do not usually smoke."

**Hon. Mr. Norton:** I'm sorry, would you repeat that?

**Mr. McClellan:** This is on page 3 of the document. The subsection is, "Use of Reinforcers." Number six says, "Cigarettes should not be provided as reinforcers for re-

cipients who do not usually smoke." Then there is another caution in the area of food: "The use of candy might be inappropriate in the case of a diabetic." Which causes one to wonder about what does go on if you have to make those kind of strictures to your staff.

Other sections dealing with the use of electro-shock therapy are equally nerve-racking. I'll read the one on electric shock: "All electrical equipment using line sources of power must be Hydro inspected." I would assume that was self-evident, but perhaps not.

**Hon. Mr. Norton:** Perhaps not to all people.

**Mr. McClellan:** Not to all people; I don't want to nit-pick on that, I just thought it was rather bizarre.

**Hon. Mr. Norton:** We are having some difficulty identifying the source of your document and it's too bad your source didn't identify himself; we might know for sure then.

**Mr. McClellan:** Not a chance.

**Hon. Mr. Norton:** I hope he didn't fail to Xerox the most relevant part on that page.

**Mr. McClellan:** I'm not sure. Funniness aside, the thing that had concerned me about this was that virtually everything is permitted, and I am not sure the guidelines provide sufficient safeguard against the possible abuse. One of the things my document states, in section D on the use of aversive stimuli and procedures, "If a treatment methodology is being used and is not being taken directly from the research literature but is a derivation of learning theory or principles from experimental psychology and psychiatry, then special caution concerning the resident's safety and concerns for ethical practice will have to be observed."

With respect, that isn't good enough when you are talking about experimental procedures. They talk about the use of aversive sound therapy; and my God, I am queasy about aversive therapy, although I recognize in certain tragic situations there is no alternative, but I don't think there is a justification for the use of sound therapy. I don't know whether it is being used. I would like to know if you are using sound therapy in any of your institutions.

**Hon. Mr. Norton:** I'll try to respond to some of your concerns, although I would caution you to perhaps discuss document sources with Mr. Martel. I understand he once received a false document from someone in our ministry.

**Mr. Gordon:** We don't know where it came from, it was a brown envelope.



**Mr. McClellan:** You could give me a copy of the guidelines you've prepared and I could see whether they are the same thing, since you do list it as one of your year's accomplishments.

**Hon. Mr. Norton:** I'll ask Dr. Farmer if he would like to respond to anything unless you have something specific to ask?

**Mr. McClellan:** Let me ask you specifically if you are using sound as an aversive stimuli?

**Dr. Farmer:** I believe not, Mr. McClellan, although I am not positive. I know we carried out a survey on this to discern what types of aversive therapy techniques we were utilizing and if I am not mistaken, sound therapy was not being used in the facility.

What the interim guidelines are really all about is about a year or a year-and-a-half ago, we identified a number of behaviour modification techniques and programs being carried out in various facilities. They had all been established by the psychological departments in those facilities in conjunction with the professional staff and the professional advisory committees. We felt the time had come to lay down some sort of common ground rules and start taking a look at these a little more closely, and we did so. We came out with a set of interim guidelines rather than wait until the final product was completed. That was issued, I must admit I thought before February 9 but that may well be the date.

**Mr. McClellan:** This is a stamp, It's not a date on the document.

**Dr. Farmer:** Since issuing those guidelines we have established a group of facility psychologists and others who are now meeting and have been meeting for the past many months at regular intervals to review those guidelines with a view to coming up with the final document. As far as I am concerned, there is nothing hidden. There is no reason why copies can't be made available. I think it is an honest attempt to try and lay down some sort of reasonable guidelines for the protection of all concerned.

**Mr. McClellan:** I would like you to check out the use of sound, and I just wanted to quote the section on sound.

"The use of sound as aversive stimuli is potentially quite dangerous since variables of frequency and duration of exposure which may have harmful effects are not necessarily aversive, and non-aversive sound may produce permanent partial deafness without the subject being aware of the effect." And then they go on to lay down some guidelines.

[3:15]

Again, I am not sure that—well, my concern, in a nutshell, is everything is permitted; as long as you get the necessary approval from the PAC you can do virtually anything. I'm assuming these treatments are used in very rare instances, and I would like to suggest in every case where a PAC recommends the use of aversive therapy it be approved by the minister.

You don't have to respond right now. I'd just like you to take that into consideration, because the potential for real disaster is always there and I'm not sure it's good enough to have an internal group within the facility making those kinds of decisions. Secondly, I want to urge you to incorporate the recommendations of the Ontario association with respect to guidelines for the use of aversive conditioning.

**Hon. Mr. Norton:** I will point out the only time any aversive conditioning is used is under the direction and direct supervision of professionals. I'll also, as a closing comment, say any time you may be in doubt about anything you receive in a plain brown envelope get in touch with me. I'll try to provide you with an original.

**Mr. McClellan:** I'm quite confident, because of the annotations on it, it is a bona fide document.

One other area of major concern, and I think you are aware of it, has been the relationship between your two sections, developmental resources and vocational rehabilitation. I keep being told by people one of the things that is throwing a monkey wrench into the works has been the problem of co-ordinating residential project proposals and vocational rehabilitation contract spaces, that the flow has been very bad. You'll understand you can't build a residence for adults without at the same time providing workshop spaces for them; it has to be co-ordinated and integrated and you have had an honest difficulty in achieving this administratively.

I am told between November and December of last year, 1976, there were 40 ministerial inquiries about what the hell has happened to this workshop. I'd like to know whether that situation still exists and whether you have found yourself in your predecessor's position. He had a deep interest in mental retardation which was quite genuine; he followed that program very carefully, the way you follow children's services. I'm not sure of how on top of this you are, but I would like some assurance that you have dealt with that problem and I would like to know how.



**Hon. Mr. Norton:** I certainly acknowledge there was a problem. There has been a co-ordinating group established in order to try to eliminate those problems. Perhaps Mr. Capps could comment on that more fully than I.

**Mr. Capps:** Truthfully speaking, I think in the initial start of any programs, if you have some of the programs run by one branch in the ministry and another run by another branch in the ministry, there do tend to be things falling through the chairs. I think that's a general thing, common to government, common even to the private sector.

This was quickly recognized by us. It was recognized not only in terms of causing difficulty for the district working groups, but also difficulty in creating an overall co-ordinating planning document for each district. For example, as you so correctly pointed out, you can't move a client from a facility into a community unless there are adequate support services there. It's not just sufficient to have accommodation and a residence for that client, there must be adequate support systems. This could involve some of the special projects which are run by the developmental resources group. It could be workshops, it could even possibly be some components of the developmental day-care program.

We recognize this, but the liaison rapidly became much more effective, until eventually in order to reassure the district working groups this was operating fully, we now have what we call a co-ordinating committee between those branches which are serving the mentally retarded, either through developmental day care, in the children's service division, the workshop component under vocational rehabilitation branch and also developmental resources. Every proposal which comes from the district working group is studied by that group to ensure that if we bring on an accommodation component there are adequate support services assured and supplied in terms of the other branches. The problem did exist. I suggest it's being significantly overcome now.

**Mr. McClellan:** What is the average time, then, of processing a proposal from a district working group, from the time of submission until approval or rejection? What's the vetting time?

**Mr. Capps:** It was our original intention that it would go through what we call our proposal review committee at least within six weeks.

**Mr. McClellan:** That is from the time of receipt?

**Mr. Capps:** From the time of receipt from the district working group to go into our proposal review committee and then being submitted to the deputy minister and the minister.

**Mr. McClellan:** Right.

**Mr. Capps:** Now what is not generally appreciated, and it's difficult to explain, but sometimes a proposal will come through—come all the way through—and then we find that the sponsor, for example, may not be incorporated. Then we have to turn around and say, "Well you now have to go back and get incorporated"; and this will take six months.

We've attempted to correct that by advising everybody that should the legislation require incorporation that must be done first before a proposal can come forward.

**Mr. McClellan:** Surely your staff would be on top of that?

**Mr. Capps:** Yes, we are now. You must bear in mind also that the division, in terms of reviewing these proposals, only came into strict being around March of 1976 and had to be fully staffed. We're not making an apology for that, but it does mean that everybody had to become familiar with the routine and we had to go back to the district working groups with this process. In some cases there have to be levels of agreements signed, this sometimes is time consuming. All our efforts are directed to ensuring that that proposal comes into full operation as quickly as it possibly can, but what sometimes does happen is that there is a delay going backwards.

The proposal is approved in principle by the minister, say in terms of an accommodation program, but then we may find they run into zoning regulation problems. They may run into various other types of problems, and even after it has been approved by the ministry it may take six months to come into operation in the district itself. This is one of the reasons the community programs sometimes seem to be so slow in getting off the ground.

**Mr. McClellan:** Let me be sure you understand that I could go on for a couple of hours, but I won't.

**Mrs. Campbell:** No, you won't.

**Mr. McClellan:** No, I won't. Are you going out for a smoke?

Let me say, finally, that one of the things you have to learn to live with in this program—and I don't think you've done that yet—is the existence of a critical, militant,

advocacy group outside, that is the Ontario association and the local associations, more particularly the Ontario association. It's my impression that you have punished them for their outspoken criticism in terms of their grant.

Now I haven't heard this from them, but I have heard it from a lot of other people, that their grant has suffered because of the strained relations between yourselves and themselves. That would be totally counter-productive. I'm sure it's a very natural thing for you to want to do as a ministry because they have been brutally outspoken in their criticism; but that's their job, that's what they exist to do, and your job is to take it. Your job is to take it and you have to accept that. You have to be prepared to finance them generously, even though they are clobbering you over the head from time to time. Unless you're prepared to do that this whole concept is not going to work. I just conclude with that observation. I hope that some of the tough tactics—I'll withdraw that and just say I hope you can accept that kind of living relationship.

**Hon. Mr. Norton:** I think we are, although there has been some history, I admit, of stresses in the relationship. I don't think that has been characteristic of the period of time I have been in the ministry. I think I have a very good relationship with the executive members of the OAMR and the MTAMR, and the staff as well meets regularly with them on a consulting basis.

My impression is the relationship has been very good in terms of the development of new programs that involve the two of us co-operatively, such as the public education program.

**Mr. McClellan:** Can I ask you one question?

**Hon. Mr. Norton:** I would deny we have, in any way, attempted, or in fact been punitive in the relationship, although there has been, as I'm sure they themselves will tell you, some change in their role as a result of some decisions they made. Some of the funding which we now make available to them is directed towards specific projects which we are undertaking together, or they are undertaking and we are funding or participating in the funding.

In this fiscal year, and I don't know what you would regard as adequate funding for the association, our contribution towards their funding is \$460,000. If you think that's inadequate I'd like you to be specific as to where.

**Mr. McClellan:** I'm referring to your ad-

ministrative grant to the Ontario association, which is \$66,000.

**Hon. Mr. Norton:** That is not punitive.

**Mr. McClellan:** What did they ask for?

**Hon. Mr. Norton:** Last year I believe they received a total grant exceeding \$66,000. But we hadn't worked out with them the same approach we are taking this year, whereby we are funding specific undertakings they are doing, and in some cases we're working co-operatively.

I don't know what the total was for last year.

**Mr. McClellan:** It says \$60,900.

**Hon. Mr. Norton:** The figure you're quoting is an administrative grant. That's part of the total of \$460,000. But you're singling out only one portion of the grant and in fact the figure this year, \$460,000, I'm just advised, exceeds what was available to them last year in terms of grants. So I don't think your argument that we are trying to be punitive holds water.

**Mr. McClellan:** It's a concern that has been expressed and is held. I don't know whether it's widely held.

**Hon. Mr. Norton:** I might say in the numerous meetings I have had with them, they have never expressed to me the sentiment that they felt the staff or myself were being punitive.

**Mr. McClellan:** I will close on that non-punitive note.

**Mr. G. I. Miller:** I'd first like to make a couple of comments about the facilities we do have in my particular riding and I would like to give credit to the local people for initiating and taking advantage of the programs of integrating the mentally retarded within the community, particularly in Simcoe. I think it's a good example of where they are living within the community itself and working in ARC Industries, which is the program that provides employment and some usefulness in the community.

I brought a particular problem to the attention of your ministry in August and I was under the impression the problem had been resolved, but I come to find it hasn't been dealt with and I haven't heard about it since. It was the fact that ARC Industries, under the Ministry of Labour, had a capacity for 50 people but the ministry indicates only 43 can utilize this facility. They have two residences. There's the Colborne residence and the Le Manoir nursing home. There is also Lions school, which provides education for the mentally retarded and of course students graduate every year. This year they had graduates from the school and they wanted



to put them in the workshop, but because your ministry said only 43 could be accepted, they had to send four or five to Le Manoir nursing home.

[3:30]

So it is depriving these people of the opportunity of providing employment and taking advantage of this program. It's disappointing to the staff who have anticipated placing them. I just wonder if there are any comments on that?

**Hon. Mr. Norton:** I'm sorry I'm not familiar in detail with that situation and I don't think any of the staff are. We certainly will undertake to get back to you on that, I'm sorry about the delay and we'll see if we can find out what happened.

**Mr. G. I. Miller:** It was just brought to my attention this past week that it hadn't been dealt with. I assumed it had. It seems the Minister of Labour (B. Stephenson) indicated that it can accommodate 50 people, but your ministry said it could only accommodate 43. I think it also points out the fact that there is pressure in the area for an expansion program. But, again, a lot of funding has come from local organizations, and local people. They have room to expand, but perhaps they don't have the finances to do it with. What is the funding for the kind of facility such as ARC Industries which is in the town of Simcoe and Norfolk county? There's also the Haldimand workshop, which provides the same type of work only at the other end. I wonder if there's adequate funding being made available either to expand or take care of these facilities.

**Hon. Mr. Norton:** The funding for that program is under the vocational rehabilitation program in our ministry. I can't give you specific details. Is there anybody here?

**Dr. Crittenden:** Eighty per cent of the operating costs.

**Hon. Mr. Norton:** Eighty per cent of the operating costs and then there is allowable, for revenue is calculated in. They can then earn revenue from the work that is done in the shop up to 105 per cent, which, if they do have revenue and most of them do, allows for some excess over and above the actual costs to allow for other things.

**Mr. G. I. Miller:** I know they have held walkathons. Last year, as a matter of fact, I participated myself in a walkathon to provide funds.

**Hon. Mr. Norton:** They might very well have, in order to help raise their portion of the costs, if their revenues were not sufficient.

**Mr. G. I. Miller:** I want you to be aware that there is pressure, because of the fact that

more and more are taking advantage. They are becoming more aware and people are taking advantage of it. Perhaps there will be pressure to expand the workshop facilities.

**Hon. Mr. Norton:** I will undertake to get back to you, or I will have one of my staff get back to you, if you're in town, before the end of this week, and I apologize for the delay.

**Mr. G. I. Miller:** There was one other further question in regard to the Children's Aid Society—a question I asked in the House the other afternoon, and it is in regard to funding for the Haldimand Children's Aid Society.

**Hon. Mr. Norton:** It's my understanding there's now been an agreement with the society.

**Mr. G. I. Miller:** They have resolved their problems?

**Hon. Mr. Norton:** The problem has been resolved.

**Mr. G. I. Miller:** Fine, thank you.

**Hon. Mr. Norton:** I received notice of that just the other day and I was going to get back to you in the House, but didn't get around to it.

**Mr. Riddell:** Mr. Minister, I don't know whether you were a member of this Legislature when the former Minister of Health went on his hospital closing spree. But you know I'm sure that the Goderich Psychiatric Hospital was phased out and turned into what is now known as the Bluewater Centre for the Mentally Retarded. This was very much against the wishes of the Association for the Mentally Retarded.

I do not believe that mentally retarded people should be put in institutions or ghettos. Yet it seems to me you are forging ahead to build a 150-bed residence in Metro Toronto. In this connection, I received a letter from the South Huron District Association for the Mentally Retarded which reads as follows:

"At our monthly board meeting this week, our members were dismayed to find out that once again, as in the case of the Goderich Psychiatric Hospital, the ministry is forging ahead with plans to build a 150-bed residence in Metro Toronto, despite the opposition of local associations for the mentally retarded. Our association has asked us to write to our MPPs supporting their opposition to the construction of such a residence and our board members were unanimous in their decision that we do so."

The letter goes on with some other information. I don't know whether it is still your intention to build this 150-bed residence in Metro Toronto. Surely you must believe in



the normalization of retarded people, and in the fact that this normalization can best be achieved through community facilities, group homes and other kinds of support services.

Surely you do not feel bigger institutions are the answer for mentally retarded people, although, I suppose, we all have to recognize there may still be a small percentage of the mentally retarded who would not be able to cope in anything other than an institution. I personally question that very much.

I have known, ever since I have been here, the government has given nothing more than lip service to the concept of normalization. It has not backed it up with funds to achieve this objective. The big institutions, it seems, can get almost unlimited funds, while community facilities for the retarded are financially starved. This in my view simply has to be reversed.

I am just simply asking you, are you going to go ahead with this 150-bed residence in Metro Toronto when members of the Association for the Mentally Retarded are opposing such a construction very vehemently?

**Hon. Mr. Norton:** We discussed this matter quite extensively earlier in the estimates, but I am quite pleased to respond to you again on the matter.

First of all, to deal with your last question, there has been no decision yet. During the summer, I established a task force to invite and receive public submissions on the question of the best way to provide spaces or accommodation for 150 persons in the Metropolitan Toronto area. I have not yet received the report from the task force. I understand it should be coming along shortly. They received in total about 338 submissions from individuals and groups and associations in the area, and I presume from elsewhere in the province. I will be making a decision as soon as I have the benefit of the advice of the task force and the people who made the submissions to it.

I might add, though, we have to bear in mind certain facts. For some of the others here this will be repetitious. Certainly we are committed to the concept of normalization. I don't think there is any question about that. The other thing we have to bear in mind, though, we have a responsibility to serve a group of persons in this province who have quite a wide range of degrees of mental retardation. In our facilities, at the present time in the province, in the schedule one facilities slightly over 54 per cent of the residents could be classified as "severely

and profoundly retarded." That includes people, such as the people of all ages I have visited in the institutions, perhaps in their 30s for example. One group I remember most vividly whose members have a mental age of a few months, whose development has reached the point of that of an infant child who has to be lifted by nurses and have his every need, including feeding and including changing diapers and so on, cared for by nursing staff daily, are fully grown men in terms of physical stature.

That degree of retardation is one end of the spectrum. Then you have the more highly functioning mentally retarded who can in fact return to the community in many cases very successfully, and live in the community. But we have a responsibility to that whole range of people.

At the present time in Metropolitan Toronto or from Metropolitan Toronto there are about 1,600 persons who are mentally retarded, living in residential accommodation of various types, other than in Metropolitan Toronto—that is, in other parts of the province. Among those people is a group who are in this severely and profoundly retarded range.

When we consider the provision of care for the mentally retarded in the community we can't ignore the need as well to provide care for those people, wherever possible, as close to their families as possible. I don't pretend to be an expert—but I think most people who have worked with the mentally retarded would recognize that with the degree of care and the level of service that is needed by some of the severely and profoundly retarded, a group home setting may not be the most suitable and the most appropriate. This is because in many cases they require constant nursing and medical care as well as other types of care.

So, although I have not made a decision, I just hope that you will understand that in making the decision, whatever it may be, I have to bear in mind the total range of responsibility that this ministry has; that is not to detract from the acknowledged need for more group home residential accommodation in this part of the province. But at the same time, I can't ignore the needs of the more profoundly retarded. I can't take the position that forever those individuals will be removed from their community and perhaps isolated from their families in facilities such as Huronia or Rideau Regional facility or other types of facilities.

Now, if we look at the schedule two facilities in the province, the percentage of per-

sons who come within the range of severely and profoundly retarded rises to 70 per cent. So it is not just a small percentage of people who are in that range of retardation. In fact, I have just been handed another bit of data from the Metropolitan Toronto area: Currently resident in residential facilities across the province there are 750 persons who are in the range of severe to profound retardation. So I can't totally ignore them. But that doesn't mean that I have made the decision.

**Mr. Riddell:** No, I would agree, you can't ignore them. But I think I have seen some very severely and profoundly retarded people at the Bluewater Centre.

**Hon. Mr. Norton:** You probably have a full range of people there.

**Mr. Riddell:** Right. In the interest of constraint, why would you consider building a 150-bed unit when the Bluewater Centre is running today at less than half capacity—so I am told by pretty good authority—and the morale of the staff leaves something to be desired? If that facility has capacity for something like 250 people and is running at less than half capacity, that would suggest to me there's room for another 100 to 125 or even 150 retarded people there. But you're simply going to let that continue to operate at less than half capacity and spend the money to build a brand new structure somewhere in Metro Toronto. What's the rationale behind that?

[3:45]

**Hon. Mr. Norton:** I think if we just go back to what I said earlier, and to what I'm sure others would agree is an important consideration, and that is trying wherever possible to have the individuals living close to the communities from which they come, and in which their families reside.

**Mr. Riddell:** That was never given consideration when that Goderich psychiatric hospital was phased out and turned into the Bluewater Centre.

**Hon. Mr. Norton:** I cannot give you the total rationale for that. It was not a decision either of me or of this ministry. But I'd also point out that if your thesis is to fill up whatever institutions are available, I'd point out that Huronia at one time had something like 2,700 to 3,000 residents. Presently, there are between 1,200 and 1,300 residents in that facility. Although this is not consistent with our philosophy, if we were to pursue the line of argument you're following at the moment and were to fill up Huronia and to fill up Rideau, which again is between 1,200 and 1,300 and at one time was 2,500 or 2,600, there would be probably no one living in

group homes across this province. That's not the direction we intend to go.

**Mr. Riddell:** I think you have to admit they were probably oversubscribed, prior to whittling that number down to 1,500. In the case of the Bluewater Centre, there are excellent facilities—I don't know where you get any better facilities — and by putting another 100 people in there you wouldn't have to increase your staff complement very much. I have been there talking to them and I know the staff would be much happier with more people there. I just simply fail to understand why you wouldn't.

**Hon. Mr. Norton:** I suggest to you if you were to discuss that proposal with the authors of the letter which you were reading, you would get some pretty quick answers.

**Mr. Riddell:** Have you been to the Bluewater Centre?

**Hon. Mr. Norton:** No, I haven't. I'm not commenting on the adequacy of the facility at Bluewater. All I'm saying is it is not consistent with the philosophy of this ministry with respect to the accommodation for the mentally retarded to fill up whatever institutions there are to fill up. If that were the philosophy, then we wouldn't be struggling with the question of provision of residential accommodation within residential communities across this province.

**Mr. Riddell:** It's more than just a building.

**Hon. Mr. Norton:** The 100 residents who are presently living in Bluewater are by and large from that area of the province, in fact mainly from the counties of Huron and Perth. That is why they are resident there, because it is a facility reasonably close to their homes.

**Mr. Riddell:** I was of the impression that there were some mentally retarded people moved out of the Orillia institution into the Bluewater Centre.

**Hon. Mr. Norton:** That's right.

**Mr. Riddell:** That certainly is a long distance away from Huron.

**Hon. Mr. Norton:** They were people from Huron and Perth who, perhaps a few years ago, had been placed into Orillia or into Huronia, and when that facility became available, were moved back to their communities.

**Mr. Riddell:** I think you also have to realize there's more than just a building at the site of the Bluewater Centre. There are very spacious grounds. I'm there quite periodically and the mentally retarded people enjoy getting outside. They've got a large area to romp around. I'll be willing to bet you when you put this building up in Toronto you won't



get a tenth of the space to go along with that building that we have at the Bluewater Centre. I think that's got to be taken into consideration too.

**Mrs. Campbell:** They will be going to the racetrack instead of romping around grounds.

**Hon. Mr. Norton:** I might just add that I know of a teacher who very successfully taught an elementary school class mathematics, and very quickly, at a racetrack.

**Mr. Riddell:** But we hear so much about government restraint programs and here we've got an excellent facility in Goderich or just outside of Goderich which can accommodate another 100 to 150 mentally retarded people. I don't know whether they are schedule one, schedule two, or what they are. You say there's a wide range there. I believe you, because I have seen some profoundly retarded people at that institution. You know, in the interests of trying to save money, why wouldn't you use facilities we already have rather than forging ahead to put up an institution here in Toronto because it seems to be the thing to do?

I simply ask that you take a look at the facilities at the Bluewater Centre, look at the accommodations we have there and at the numbers of people who could be looked after with very little increase in staff, before you ever start spending money on a new structure here in Toronto. I will simply end there.

**Hon. Mr. Norton:** I wouldn't want you to leave with the impression the decision has been made with respect to what is going to be built in Toronto. I would invite any of you on this committee or any other member of the Legislature who might at some time wish to pay a visit to some of our facilities in the province to get a picture of the range of facilities that there are. I am not suggesting that it be viewed as a sightseeing tour. I think just for the information of the members of the Legislature, I would be quite happy to try to arrange that. I think beautiful grounds do not always good residential accommodation make and that sort of thing.

**Mr. Riddell:** Well, we have got a combination of them both, of the two things—excellent accommodation and excellent grounds, a beautiful environment. I am done.

**Mr. Chairman:** Mrs. Campbell, you are going to start on another subject, I understand.

**Mrs. Campbell:** Yes, I am.

**Mr. Chairman:** Would it be all right if we took a five-minute break now?

**Mrs. Campbell:** Fine.

**Mr. Chairman:** We will recess for five minutes.

**Hon. Mr. Norton:** What about the vote?

Items 1 to 3, inclusive, agreed to.

Vote 2803 agreed to.

The committee recessed for 10 minutes.

[4:00]

On resumption:

**Mr. Chairman:** Mr. Minister, members of the committee, apparently vote 2804 is not in the estimates book, but there is such a vote; it is the children's services program. Mrs. Campbell, you are in line to speak.

**Mrs. Campbell:** Mr. Chairman, in one way I am rather sorry that we took the break, because I intended to read a quote attributed to Mr. Gordon, and I am sorry he is not here to refute it if it is incorrect. It is a quote from a Globe and Mail story of May 31, 1977. This relates to the earlier vote, but I want to look at it from the point of view of children's services. "We are working towards providing the services as fast as we can. But this is a particularly sensitive time. When we don't know who is going to form the next government in two weeks' time," he said, "it is not a time for policy decisions."

I am wondering if that isn't reflected in this whole ministry as we have proceeded on our usual tortuous path through the votes.

**Hon. Mr. Norton:** I might suggest, Mrs. Campbell, that perhaps Mr. Gordon was acting as a cautious civil servant; the event about which he was expressing himself so cautiously is now behind us and hopefully that issue is resolved and there shouldn't be any hurdle to policy decisions from here on in.

**Mrs. Campbell:** I just raised it because it seemed to me that the policy decisions are not really being made.

Since I am very much confused as to how I can proceed—and I intend to proceed, willy-nilly—would the minister care to read to us the opinion which he received from the Attorney General?

**Hon. Mr. Norton:** The letter is from the acting deputy director of the Crown law office, who is in charge of the matters which relate to the Brownedale matter. I would indicate that I submitted to him, for advice, the questions which were submitted to us by you. Since I was not aware of any of the details relating to the investigation, I asked for a legal opinion with respect to how I should handle the responses. This is the reply I have received:

"I have had an opportunity to study the questions submitted by Mrs. Margaret Campbell, a member of Parliament, to the Hon. Keith Norton, Minister of Community and



Social Services. I would express my concern regarding the answering of these questions. I am concerned that if these questions were answered, they might lead into areas of the OPP investigation and would isolate issues to the detriment of the investigation and the prejudice of the parties concerned."

There is a final paragraph which I would be willing to show you; I'm not sure that I would like to read it into the record at this point. I will show it to you if that is your wish.

Mrs. Campbell: May I see it at least so that I can comprehend the ground rules?

Hon. Mr. Norton: I will also show it to Mr. McClellan.

Mr. McClellan: Thank you. I was going to burst into tears.

Hon. Mr. Norton: I don't mean to be acting mysteriously.

With your consent, then, I will not read that last paragraph into the record at this point.

Mrs. Campbell: I think it's appropriate that you shouldn't.

Mr. Chairman, I have commented in the House, and wherever I have found an audience, on my concerns in this whole area of children's services programs. As I have stated, I welcomed the appointment of His Honour Judge Thomson and of Dr. Clive Chamberlain to your ministry, with the deep realization that each of these gentlemen brings an area of expertise to the whole feature of child services. I have already suggested to His Honour that I would trust that he would not become bureaucratic in his approach to this service but that he would address himself to the planning on a global basis.

The way in which the estimates are broken down tends to leave us in a position where we cannot see the range clearly and, of course, with the frightful chaos which prevailed at the time that these services were transferred, I was prepared to give some time to those who would be working on these various programs. But "some time" is not as long as you are contemplating. We have needed guidelines for programming in group homes. What we have seen have been guidelines, more or less, governing the physical plant. I haven't seen any change in that. You volunteered—I don't think you did—I asked you how many inspectors you have at this point in time and you were unable to answer earlier. I should like to know the answer to that question now. You will recall on an earlier occasion you undertook to get it for me in order that I may understand the function.

Hon. Mr. Norton: Yes.

Mrs. Campbell: I understand you don't have that yet.

Hon. Mr. Norton: No, we have it.

Mrs. Campbell: You have it.

Hon. Mr. Norton: Yes.

Mrs. Campbell: Where?

Hon. Mr. Norton: Here.

Mrs. Campbell: Give it to me.

Judge Thomson: Could I ask does your question relate specifically to the child welfare and children's institutions field and the children boarding in that field?

Mrs. Campbell: I'm talking about inspectors for all of your group home programs.

Judge Thomson: With respect to those covered by the Children's Boarding Homes Act and the Children's Institutions Act, it's eight inspectors and two supervisors in total. With respect to the Children's Mental Health Act area and their residential programs of a group home nature in that program, the number of program advisers in that branch is six. Separate from that would be the members of the child welfare branch who are involved in the supervising of Children's Aid Societies and that would indirectly involve supervision of certain residential programs.

Mrs. Campbell: You have increased somewhat the staff you had previously, namely, four.

Judge Thomson: Somewhat, although to a great extent that's because the programs themselves have come together and so those persons are now all part of one division as opposed to being in more than one division.

Mrs. Campbell: Do I take it then that these people are actually looking at programming and not just plant, and doing that, I won't say inefficiently because it isn't fair? They couldn't possibly cover the institutions you've got, but at least the coverage was not effective. In many cases they were just looking at plant. Are they looking at plant and program and, if they are, what kinds of guidelines are there for their programs?

Judge Thomson: Yes, they are involved in both. For example, in the children's mental health centres area services branch the bulk of the work done by the program advisers is in the area of programming. There is not a detailed set of guidelines and standards with respect to the quality of program. Their involvement becomes one of reviewing the programs with the expertise they have. One of the goals of the division is to develop standards and guidelines in that area so that can be added to the expertise which they have as

they look at programs. The same thing would be true in the child welfare area as well.

**Mrs. Campbell:** Generally speaking, is it fair to say that what you're doing is working through what you've got to try to sort out a policy? Is that what you're doing? Is it going to be piecemeal, because you've got people working in the area and you're developing your policies on a sort of day-to-day basis or how is it being developed?

**Hon. Mr. Norton:** I'll comment very briefly. My impression is that it's quite contrary to that. Rather than developing it on a piecemeal basis perhaps the reason for some of the impatience which you have expressed is the fact that the approach is more comprehensive than that. As opposed to taking the piecemeal approach where you might have seen more satisfying or gratifying progress from your point of view, in fact, what you perceive as delays is because of the comprehensive approach that is being taken. Mr. Ozerkevich, would you like to comment further on that? [4:15]

**Mr. Ozerkevich:** Part of what we're attempting to do is come to grips with a very wide range of types of resources, and a wide range of types of programs.

**Mrs. Campbell:** For the first time.

**Hon. Mr. Norton:** They've only recently come under our jurisdiction.

**Mrs. Campbell:** All right, but they've been under other ministries before, so for the first time we're taking a real look.

**Mr. Ozerkevich:** I would think that is probably fair. It's the first time in terms of standards development that any major commitment to standards development has been made in this country on a broad systematic approach.

**Mrs. Campbell:** Good night. What have we been doing to children? "We're the best"? I don't think I can stand that, nor do I accept it without further evidence. We couldn't be the best and be as bad as we are.

**Hon. Mr. Norton:** It might behove you to take a look at some of the other jurisdictions.

**Mrs. Campbell:** I've told you before, I really don't want to make these comparisons. I want us to have the best for our people.

**Hon. Mr. Norton:** So do I. All I'm suggesting is that in view of your latest comment I'm saying that if you don't believe that, then take a look at other jurisdictions. I was then suggesting we should pat ourselves on the back and sit back and do nothing.

**Mrs. Campbell:** I would hope not, because then I'd give up all hope.

May I ask, how many task forces do you have relating to children's services at the present time? Could you—not necessarily today, but for the next meeting—give us a list of those serving on those task forces? Could we have their objectives, to understand what they're about? Could I have the task forces now as far as the functions and the numbers, and then a list of personnel can be provided later? I'm sure you probably don't have that with you.

**Judge Thomson:** Using the term broadly so that it includes committees as well that are advising us in specific areas. I think active at the present time would be five groups. There is a group which is just being formed in relation to standards development, a province-wide body or task force, which will be the major body in the development of standards and be working with the standards and information systems branch to develop the paper on standards which we hope to have available early in the year and which would outline in detail our short- and long-term goals in the areas of standards.

There will be sub groups as part of that task force which will be looking at specific program areas. They will be formed as standard issues arise. There is a task force which has been involved in the preparation of a paper relating in information systems development. That task force has been sitting for some time and that paper is almost completed.

There is a task force which has been assisting us in the development of short-term proposals for law reform. That task force has been in existence for three or four months. The plan is to have them sitting, not only between now and the completion of that paper, but also through the period of time that we would be consulting about the contents of that paper.

There is also a committee or task force which has just been formed to look at the paper which we hope to release for consultation relating to the children's services bodies. That task force will be meeting for the first time next week, on Monday.

**Mr. McClellan:** When will it be released?

**Judge Thomson:** We have, I guess we can call it a draft of that paper, a commitment to release that paper in the next short while. Our hope is to have that available and we said it would be available before the end of the calendar year.

**Mr. McClellan:** You have a draft already?

**Judge Thomson:** Yes, we have a draft at this point. We have been reviewing it within the division at this point. We have not taken



it outside the division to the minister or to the senior management committee of the ministry.

There have been committees or task forces which have sat in the past. I might say there is a committee or task force that has assumed responsibility for the area of consultation, developing a plan for consultation and dealing with the question of how we consult on specific papers as they are completed.

There were two earlier task forces which sat and completed their work. One of those was called the models task force. That was a group of people who really came together with the idea of developing possible process models to see how children and families might work through the system once it was finally in place.

The purpose of that task force was to enable us to identify the issues that we would have to resolve before actually putting such a model in place, not actually to come up with an answer. That task force sat for about a month and completed its work, and the report of that task force has just been completed and will probably be available within the next week.

We then had a task force of people who helped us to draw up a list of all the issues one would have to resolve before establishing a children's services committee. That task force sat for a short period of time, submitted those issues and they form part of the paper released on July 1 as part of the implementation plan in the minister's speech at that time.

I think those are all the committees and task forces now functioning and I can provide you with a list of the members, although I would have to do that on Monday. I don't have the names with me right now.

Mrs. Campbell: I can appreciate that, because I gave you no warning of that question, but I would like to have the personnel of each of them identified.

Judge Thomson: I might say that the list of persons sitting on all of the task forces, except for the two most recently formed ones, those names were included in the second newsletter which we released in August. Two have been formed since that time and those names I can give you, in addition to the other names, at the next session.

Mrs. Campbell: I would like to have them related to the functions, so I would like the full list, if I may.

Judge Thomson: Yes, by all means.

Mrs. Campbell: You know, as you have developed all these task forces and the rest, you're looking at children very largely at

some point of crisis. I want to get this one forward for one more time: How do you set your priorities, when we in our caucus consider that the prevention of crisis is of paramount importance, both crisis to a child and crisis to a family? Of all these task forces that we've got, what committees, what anything, is searching out how we go about preventing crisis?

Hon. Mr. Norton: Excuse me, I've got a consultation going right at the moment. There's a bit of a problem.

Mr. Chairman: Well, I am given to understand that a requisition hasn't been tabled for this amount of money. If we approve it, it is still not legal. I am quite willing to go along with it, but I certainly don't want to come back and have a repetition of the same thing, and discussion over again, if it is not in order.

Mrs. Campbell: Mr. Chairman, I don't quite understand how we got into this kind of a bind.

Mr. McClellan: I'm sorry, I don't understand that at all.

Mr. Chairman: Neither do I, but apparently this has to be tabled in the House.

Mr. McClellan: And then referred to the committee?

Mr. Chairman: And then referred to the committee. This vote 2804 has not been referred, according to the Clerk of the House. That's all I know.

Mrs. Campbell: Mr. Chairman, if that is the case, is there any way we can get around it? The funding in this section hasn't gone to the House.

Mr. Riddell: The government works in mysterious ways.

Mr. McClellan: It certainly does.

Mrs. Campbell: This is ridiculous. Let's take the ministry estimates as they appear in the book and the items to see if we can approach it in some other way. If we reopen vote 2802, we might be able to discuss the items—

Mr. McClellan: Let me make a suggestion—

Mr. Chairman: Excuse me, here's the clerk. He might have some more information.

Mrs. Campbell: If we move to reopen vote 2802, can we be brought within the function?

Mr. Chairman: I will just read you here what this document states: "The Lieutenant Governor transmits estimates of certain sums required for the services of the province for the year ending March 31, 1978, and recommends them to the Legislative Assembly." According to that, we have already approved, in those three votes, \$1,077,216,000.



**Mrs. Campbell:** Under what vote?

**Mr. Chairman:** Under the three votes that we have had.

**Mrs. Campbell:** All right then, I move we reopen those votes and get on with it.

**Mr. Chairman:** If the committee is satisfied, I am satisfied but I did want to let you know it's—

**Mr. Elgie:** I don't know if it's possible, but could we deal with vote 2804 as if it had been referred, by unanimous agreement?

**Mr. McClellan:** On the understanding that vote 2804 will be submitted to the House tomorrow and then referred to this committee?

**Mr. Elgie:** Mr. Chairman, why don't we proceed by unanimous agreement as if it had been referred to us?

**Mr. Chairman:** All right, that's fine.

**Mrs. Campbell:** That's fine.

**Mr. Elgie:** It doesn't seem too hard if you just put your mind to it.

**Hon. Mr. Norton:** It was our understanding that on June 30 I had identified the votes and items and tabled this information in the House. Could I have some clarification on that? Is that the matter that was tabled in the House on June 30?

**Mrs. Campbell:** You are determined we don't touch children's services; absolutely determined.

**Hon. Mr. Norton:** Don't worry. We will see that you have the opportunity.

**Mr. Chairman:** Is unanimous agreement reached by committee members to discuss this item? That's all we are doing. We are not approving it, because we cannot do it, but we can discuss it. Agreed?

**Mrs. Campbell:** For children's services, I guess that it would be—

**Mr. Chairman:** Is it agreeable that we go ahead with the discussion? Fine. **Mrs. Campbell.**

**Mr. McClellan:** We do have an understanding that this will be remedied tomorrow.

**Mrs. Campbell:** We have to find the Lieutenant Governor. Who is going to send it to her? What is the procedure?

**Mr. Chairman:** I think that would be the minister's responsibility. It's his department.

**Hon. Mr. Norton:** I don't wish to terminate the discussion today at all, but what I am uncertain about, since both myself and my staff are under the impression that I had tabled this material in the House, I am not sure whether there was some failure on our part or whether something else happened

along the lines. If I am going to be in a position to remedy that between now and tomorrow, I would appreciate if there is any possibility of an earlier rising tonight so that I can get that sorted out with my staff and make sure that we can remedy it as soon as possible. It may require communication with the clerk's office or the House leader and possibly the Lieutenant Governor before we could deal with these matters.

**Mrs. Campbell:** How did this point come to the attention of the Chairman?

**Mr. Chairman:** It is not in the book, and we went to see the Clerk of the House and see whether there was a printing error or something, because you have it there and I was given this copy here from one of the department officials to follow. Then he went out to see the clerk and the clerk came in and informed us that we have no legal right to vote any moneys that were not already approved by the Lieutenant Governor. I don't think the discussion makes any difference as far as that goes, but it is to be clearly understood that until this is straightened up it cannot be approved.

**Mr. McClellan:** Let's just proceed then.

**Hon. Mr. Norton:** May I just comment at this point? I would like to have it cleared up by tomorrow. In view of the time allocation that remains, we presumably should be able to finish that in the first part of next week, but what I am concerned about is not having any further delay because of this. I may have to go visit the House leader in order to—

**Mr. Chairman:** We have four and a half hours left.

**Hon. Mr. Norton:** I would like to have an opportunity to try to clear it up with the House leader so that we are not faced with an ongoing problem.

**Mrs. Campbell:** Perhaps since we were so quick to get the clerk's office involved, somebody could see if the House leader could be available to see what procedures we have to take. It is just unconscionable that this should be the item that is in this kind of a mess, but it certainly shows that the mess is continuing, and, as was said the other day, nothing changes around here.

**Hon. Mr. Norton:** My only concern is that if I am with you this afternoon, I am obviously not likely to be able to catch the House leader if I have to engage in it.

**Mrs. Campbell:** Perhaps somebody could warn the House leader that you wish to see him urgently.

**Hon. Mr. Norton:** I certainly assume the responsibility for rectifying this, but first of all

I have to identify where the problem is. It is not that I wish in any way to curtail the discussion of our estimates.

**Mrs. Campbell:** If it is understood that I have the floor, it seems to me that we can do none other than try to see if the ministry can at least clean up this mess, even if it cannot clean up the other. I am prepared to adjourn at this point. I see no point in carrying on and opening up the debate. In the meantime, there may be a very real opportunity for us to have the actual copy of the letter in our hands for discussion in our own caucuses.

**Mr. Chairman:** I am here to do whatever the committee feels should be done. You can

readily understand that it is not a problem that I created—

**Mrs. Campbell:** Nor did either of the opposition parties.

**Mr. Chairman:** —but the problem is this, if the minister feels that he should get in touch with the House leader, this will have to be rectified in the House and possibly it would be wise to adjourn.

**Mr. McClellan:** I will move the adjournment of the committee.

**Mr. Chairman:** Is everybody in favour?

**Mrs. Campbell:** It is not a matter of being in favour. There is nothing much else we can do.

The committee adjourned at 4:30 p.m.

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 Riddell, J. (Huron-Middlesex L)  
 Villeneuve, O. F.; Chairman (Stormont-Dundas-Glengarry PC)

**Ministry of Community and Social Services officials taking part:**  
 Capps, P., Executive Director, Mental Retardation Community Programs Division  
 Crittenden, Dr. D., Deputy Minister  
 Farmer Dr. R. A. General Manager Mental Retardation Facility Services Division  
 Gordon, A., Assistant Deputy Minister, Developmental Resources  
 Ozerkevich, M., Adviser on Standards and Systems, Children's Services  
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